PD-ABR-820

AGENCY FOR INTERNATIONAL DEVELOPMENT

PROJECT DATA SHEET

1. TRANSACTION CODE: A (A = Add, C = Change, D = Delete) — Amendment Number: 2 — DOCUMENT CODE: 3

2. COUNTRY/ENTITY: Namibia

3. PROJECT NUMBER: 673-0006

4. BUREAU/OFFICE: AFR/Namibia

5. PROJECT TITLE *(maximum 40 characters)*: Basic Education Support (BES)

6. PROJECT ASSISTANCE COMPLETION DATE (PACD): MM 06 DD 30 YY 99

7. ESTIMATED DATE OF OBLIGATION *(Under "B." below, enter 1, 2, 3, or 4)*: A. Initial FY 91 B. Quarter 2 C. Final FY 98

8. COSTS ($000 OR EQUIVALENT $1 =)

A. FUNDING SOURCE	FIRST FY 91 B. FX	C. L/C	D. Total	LIFE OF PROJECT E. FX	F. L/C	G. Total
AID Appropriated Total						
(Grant)	(500)	(0)	(500)	(18,337)	(0)	(18,337)
(Loan)	( )	( )	( )	( )	( )	( )
Other U.S. 1.						
Other U.S. 2.						
Host Country	0	0	0	0	6,113	6,113
Other Donor(s)						
TOTALS	500	0	500	18,337	6,113	24,450

9. SCHEDULE OF AID FUNDING ($000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	C. PRIMARY TECH. CODE 1.Grant	2. Loan	D. OBLIGATIONS TO DATE 1. Grant	2. Loan	E. AMOUNT APPROVED THIS ACTION 1. Grant	2. Loan	F. LIFE OF PROJECT 1. Grant	2. Loan
(1)				1,000		6,000		18,337	
(2)									
(3)									
(4)									
TOTALS				1,000		6,000		18,337	

10. SECONDARY TECHNICAL CODES *(maximum 6 codes of 3 positions each)*

11. SECONDARY PURPOSE CODE

12. SPECIAL CONCERNS CODES *(maximum 7 codes of 4 positions each)*

A. Code							
B. Amount							

13. PROJECT PURPOSE *(maximum 480 characters)*

To increase MEC's capacity to implement the new lower primary curriculum while improving learner outcomes in the most disadvantaged schools.

I concur in the methods of implementation and financing presented in the Project Paper - Charles E. Brooks, Regional Controller: Charles E. Brooks 6/27/94

14. SCHEDULED EVALUATIONS: Interim MM 01 YY 97 — Final MM 03 YY 99

15. SOURCE/ORIGIN OF GOODS AND SERVICES: [X] 000 [X] 941 [X] Local [ ] Other *(Specify)*

16. AMENDMENTS/NATURE OF CHANGE PROPOSED *(This is page 1 of a 84 page PP Amendment.)* plus Attachments

17. APPROVED BY — Signature: Edward J. Spriggs — Title: USAID Representative — Date Signed: MM 06 DD 30 YY 94

18. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION: MM DD YY

AID 1330-4 (8-79)

ANNEX 1

AMPLIFIED PROJECT DESCRIPTION

Elements of this amplified description may be changed by written agreement of the authorized representatives of the Parties named in Section 8.2 of the Grant Agreement without the formal amendment of the Agreement, provided that such changes are within the general scope of the Project as set forth in the text of the Agreement.

I. BACKGROUND

The Government of the Republic of Namibia (GRN) is implementing a major reform of its basic education system. During the initial years of this effort, attention was focused primarily in reforming curriculum of the junior secondary phase (grades 8-10). During the next four years, reform efforts will focus on the primary phase (grades 1-7). The BES Project will support that reform effort by providing direct support to the lower primary grades (1-4).

The Ministry of Education and Culture (MEC) (which is now undertaking rationalization of its organizational structure and staffing) requires assistance in strengthening its internal capacity in three areas related to implementing the new learner-centred, post apartheid curriculum for lower primary schools; all of these activities will be closely linked to the activities of the National Institute for Educational Development (NIED), but will also involve the Directorate of Examinations and other sections of the Ministry, under the rationalized structure.
First, while the MEC has some capacity and resources to develop the new lower primary broad curriculum, it will require additional assistance in design, evaluation and further development of the syllabi, and developing teaching and learning materials, such as teacher guides and supplementary materials. Second, NIED will require assistance in teaching and learning materials processing. Finally, the MEC requires assistance in developing continuous assessment and testing techniques and instruments and in establishing national norms for learner outcomes in lower primary.

In order to ensure the effective implementation of the new curriculum, the Ministry requires assistance in the education of teachers (serving at the most disadvantaged schools) in the utilization of the new curriculum, involving the learner-centred methodologies and the continuous assessment (CA) the curriculum requires. Due to a combination of factors related to inequities inherited at independence four years ago and resource limitations, there is a significant number of lower primary learners who may not benefit fully from the planned basic education reform without special support targeted to their schools, their teachers and the learners themselves. These learners attend schools which suffer from poor facilities, overcrowding and large class size, a high proportion of under-qualified teachers, shortages of instructional materials,

high failure and repetition rates and limited access to support services from education officers and Teacher Resource Centres (TRCs).

Moreover, as part of the planned lower primary reform, English will be introduced as the national medium of instruction during the last year of lower primary; many learners attend schools where teachers' English language skills are deficient.

The Project is being amended at this time to move from a Non-Project Assistance (NPA) program which targeted general systemic policy reform to more highly-focused project support directed at alleviating specific constraints within the MEC in general, and at target schools in particular. As such, the amended Project will have more immediate and direct impact on improving the quality of life of historically disadvantaged Namibians.

II OVERVIEW

The purpose of the Basic Education Support (BES) project is **to increase the MEC's capacity to implement the new lower primary curriculum while improving learner outcomes in the most disadvantaged schools.**

Following extensive consultations between USAID/Namibia and the Ministry, four mutually supportive pillars for assistance in improving lower primary instruction were identified:

A. At the National Level:

- curriculum design and development, including development and formative evaluation of syllabi and the development of learning and teaching materials.

- teaching and learning materials processing, including assistance and training in the preparation of camera-ready masters and the upgrading of production capacity.

- continuous assessment and testing, including development, production and testing of instruments and materials; education of education officers in the effective use of methodology and continuous assessment materials and the development of instruments to assess learner competencies at the end of grade four.

B. At a sub-set of "target schools":

- direct support to teachers (additional to normal MEC activities) in implementation of the new lower primary curriculum, which will include one-on-one teacher education, as well as working with regional education officers and school principals.

Project activities therefore constitute an essential, but not sufficient, input into the lower primary curriculum reform. An important assumption of the Project is that the MEC will proceed with development and implementation of the lower primary level interventions of the Basic Education Reform on a timely basis, including the production and/or procurement of textbooks, teacher guides and other teaching and learning materials, using GRN or other donor resources.

Inter-relation of the two interventions The two major Project interventions -- MEC capacity building (in syllabi and teaching and learning materials design and development, teaching and learning materials processing and assessment and testing) and target school support -- are designed to inform and reinforce each other in a two-way flow of information and support. Information gathered by Project staff in the target school activities will, through the Project, be fed back to materials and curriculum developers in the MEC so that materials can increasingly reflect the local realities of Namibia's lower primary classrooms. Similarly, new materials and syllabi developed by the MEC with the assistance of Project staff will be fed back down to the local schools so curriculum implementation activities "on the ground" are based on more effective, locally relevant materials and processes.

The success of the targeted school intervention depends upon the timely completion of the new lower primary curriculum and the production and distribution of textbooks, teachers' guides, other teaching and learning materials and improved continuous assessment tools as well as the "implementation" of the curriculum, which includes purchase of textbooks and instructional materials and teacher education by subject and grade by the MEC. The BES Project intervention will support the MEC to increase its capacity to design and develop syllabi and teaching and learning materials in selected subjects and grades and help develop continuous assessment and testing instruments.

III ANTICIPATED ACHIEVEMENTS

To increase MEC capacity and support their efforts to implement the new lower primary curriculum the Project will provide TA and training in the areas of curriculum design and development, teaching and learning materials development and continuous assessment. **By the end of the Project, it is anticipated that new grade 1-4 curriculum materials (syllabi, teacher and learner materials - as appropriate) for school readiness, maths, environmental studies and at a minimum five Namibian African languages will be in place and in use in 80% of schools.** (The primary objective is to ensure that all necessary materials are developed for the Target Schools. It may be that the commercial publishers will be willing to develop materials for some of the languages in those schools, in which case the project will do other languages. If not, the Project will be responsible for developing the materials in those languages.) Means to verify this EOP include: 1) workshop schedules (indicating when the new materials will be presented at a workshop with teachers), implementation plans and annual work plans; 2) physical copies of

teaching and learning materials; and 3) contractor and O-RP/C-RP reports verifying that materials are in use in target schools.

In addition to reforming the curriculum and producing appropriate teaching and learning materials, MEC has identified the need to replace the former system of end-of-term and end-of-year (usually written) tests and examinations with more informal, formative methods of assessment in lower primary. These methods will help teachers to promote learner achievement rather than failure and are considered a key element of curriculum reform. However, in order to have an impact on learner achievement, it is critical not only to reform the curriculum including the assessment system, but also to increase the capacity of teachers and their immediate support systems, including regional education officers and principals, who themselves are often teachers in smaller schools, to implement the new curriculum through various training activities.

It is anticipated that the all Project activities will therefore contribute towards improving learner achievement and that **by the end of the Project, 80% of learners (boys and girls) achieve basic competencies in target schools, and/or 50% will achieve at a level equal to or better than the level reached by 33% of the learners before the intervention.** Increases in learner achievement will be verified through: 1) the annual implementation of an end-of-grade 4 assessment; 2) more informal MEC and project assessments; and 3) qualitative project reports and classroom observation.

It is expected that implementing the new relevant curriculum while improving learner outcomes in the most disadvantages schools in Namibia, will result in lower primary cycle time, provided monies for the full implementation of reform are available, more effective teaching promotes learner participation and assuming teachers promote learners on the basis of achievement in a more consistent manner. **By the end of the Project it is therefore anticipated that lower primary cycle time will decrease by 50% for both boys and girls in target schools and/or drop out rates for boys and girls in target schools will have fallen by 30%.** Means of verification for this EOP will be the MEC EMIS, which collects data on enrolment, repetition and drop out on an annual basis.

People level Impact The specific impact of each Project component is discussed below in connection with each Project intervention. The Monitoring and Evaluation (M&E) arrangements outlined in Section VII below will provide both qualitative and quantified measurements of people-level impacts.

IV. TARGET SCHOOLS INTERVENTION

A. Rationale The most effective way to reach the most disadvantaged teachers is through schools and by targeting those schools where they are likely to be teaching, thus reaching both teachers and learners to achieve improved learners outcome. Delivery of subject curricula and materials to schools does not assure teachers will understand how to put these new curricula into practice

effectively. Nor is it sufficient, particularly in the case of the most disadvantaged teachers, to hold instructional workshops for teachers in the hope that they will transfer their skills to their colleagues, who would in turn use their new-found skills in the classroom. It is also not sufficient to hold intensive workshops for teachers over the course of a weekend or one or two weeks as most teachers, especially in lower primary, are women who cannot leave their families, their farms, and their obligations for this length of time.

If inexperienced and under-qualified teachers are expected to adopt the new syllabi, including both new content and the new pedagogical approach of Learner Centred Education, the workshop and cascade models of teacher education currently being implemented will need to be supplemented and expanded. Ongoing education, supervision and evaluation must occur over a period of time in order to ensure that new practices have been mastered. What this requires is on-site education where teachers can be given regular supervision, feedback, and assistance with lesson planning, materials development, and assessment procedures. Quite often, teachers also need instruction in the content of their subjects themselves - most critically, the use of English. The MEC is currently unable to provide this kind of support, and donor activity in these areas is minimal.

B. On-site Resource Person (O-RPs) The heart of the Target Schools Intervention involves a cadre of Peace Corps Volunteers (PCVs) who will serve as On-site Resource Persons (O-RPs) for a minimum of two years each. Each of these volunteers will be assigned a cluster of up to ten schools where they will conduct school based in-service activities on a regular basis during their two years of service. During the first school term, O-RPs will establish themselves in a school where they will work closely with a "strong principal" as they get to know the schools, their communities, language in their assigned clusters, and the Namibian educational system.

(1) In-service activities Beginning their second school term and continuing until their Close of Service (COS), O-RPs will conduct in-service activities with lower primary teachers in their home school and two-three additional schools in their cluster each term. In-service activities will be designed to instruct target teachers in basic pedagogical skills (see the description of the Teachers' Basic Competencies Manual below); curriculum implementation activities, including learner-centred pedagogy, continuous assessment, and understanding and use of new syllabi and Teachers' Guides; and subject-specific instruction as needed, particularly in English and Maths. Throughout the LOP, every effort will by made through supervisory personnel and Project oversight mechanisms discussed in detail below to ensure that O-RPs' activities do not become disjointed, but rather be linked to the initial and follow-up in-service activities coordinated and implemented by NIED and Regional Offices.

2. In-service materials O-RPs will assist teachers with the help of two manuals: The Teachers' Basic Competencies Manual and the O-RP Kit. The Teachers' Basic Competencies Manual will be a generic manual written for the under-qualified teacher that explains the basics of good teaching, drawing on the Basic Instructional Skills module of the in-service BETD program. The O-RP Kit is a more extensive reference manual and guide written for the O-RP for use in the target schools. O-RPs will also assist teachers with use of existing teaching materials, including NAMPEP, New Day By Day, and Day By Day. Also, O-RPs will plan and deliver in-service workshops for groups of teachers. Additionally, O-RPs will teach teachers English, Maths and other subjects as needed.

(3) Other activities The O-RPs will continue with the initial baseline data gathering and piloting of Teachers' Basic Competencies Manuals and O-RP Kits begun by the pilot team, described below. O-RPs will advance information gathered to the Target Schools Intervention Coordinator (TSI-C).

Research Assistant (described below). The O-RPs will also keep careful records of their work, including changes they observe in teacher performance and attitude, attendance rates, and reported changes in learner outcomes and will submit these records on a regular basis to the TSI-C, who will use them for monitoring and evaluation reports, and ongoing project planning.

(4) Recruitment and qualifications The first group of O-RPs will consist of 25-40 new PCVs and/or third year volunteers who will begin service in January 1996. Each will serve for a minimum of two years. The second group of O-RPs will consist of 25-40 new PCVs and/or third-year volunteers who will begin service in January 1997. All O-RPs will be recruited on the basis of academic competency and experience: a college degree in early childhood development or primary education, teaching experience, and ideally, teacher education and supervision experience.

5. Anticipated achievements It is anticipated that by the end of this Project, the following outcomes and will have been achieved in the Target Schools:

- 1500 disadvantaged teachers in target schools will have received training by O-RPs, at least 80% of whom are classified as most disadvantaged;
- at least 50% of teachers trained will have been women;
- at least 80% of men and women teachers will have implemented learner centred teaching methods;

- at least 80% of men and women Grade 4 teachers will be able to communicate with some level of fluency in English;
- at least 80% of men and women teachers will understand and will have used new curriculum materials;
- continuous assessment will have been implemented in 80% of classes; and
- at least 80% of men and women teachers will have successfully created and used teaching and learning materials in their classes.

C. Circuit Resource Persons (C-RPs) All O-RPs will be supported by Circuit Resource Persons (C-RPs). Each C-RP will be a Peace Corps Volunteer with significant experience in teaching and, ideally, teacher education. In certain cases, C-RPs might also be drawn from the 1995 pilot or advance teams. Depending on the needs of a given cluster of O-RPs, C-RPs will be based in Regional Offices, Circuit Inspectors' offices, or TRCs.

C-RPs will provide O-RPs with support and outreach services, help O-RPs develop work plans with their counterparts (SBTEs) and with their principals, liaise with a variety of education officers, and assist TRC personnel with workshop implementation, materials development and other outreach activities as appropriate. They will also review Circuit Inspectors' and Advisory Teachers' records over time to track changes in description of work, changes in attitude toward their work and role as supporters rather than enforcers, progress of teachers, and progress of the program in general.

Over the LOP, other needs or requests might arise. If the C-RP's work is on schedule, he/she might be able to respond to some of these needs or requests. Pending approval by the TSI-C and the Project Steering Committee, C-RP might also assist with MEC-sponsored workshops in Windhoek related to the implementation of new syllabi, assist with the development of SBTEs', Principals' and Advisory Teachers' training manuals, and assist O-RPs and Advisory Teachers with teacher education activities outside of school clusters.

Anticipated achievements It is anticipated that by the end of this Project, the following will have been achieved, through the intervention of the C-RPs:

- education officers will have made an increased number of visits to historically disadvantaged schools;
- an increased number of workshops or seminars will have been developed and run for male and female teachers trained by local education officers; and
- dialogue will have improved between regional officials and both local and head officials.

D. Pilot and advance teams In 1995, a group of 10-15 third-year extension PCVs will assist with setting up logistical support, and testing project concepts. Each PCV will serve for a minimum of one year, and will be encouraged to extend for a fourth to provide continuity from 1995 to through 1996. This group of 10-15 will consist of two teams: the pilot team and the advance team. Pilot team The pilot team will consist of 3-5 PCVs who will work in 2-3 schools trialling the O-RP role by conducting in-service teacher education activities, as well as gathering baseline data on learner and teacher competencies, and developing ideas for drafts of the Teachers' Basic Competencies Manual and the O-RP Kit. This information will be forwarded through the Project Initiation Team Leader (PITL) to the TSI Research Assistant. Advance team The advance team will have two tasks: (1) to do the field research and negotiation necessary to make target school and cluster selections; and (2) to make all logistical arrangements necessary to prepare for the arrival of the first group of O-RPs and C-RPs.

(1) Selection, training and supervision of pilot and advance team members USAID will hire a Project Initiation Team Leader (PITL), a Short-Term Technical Assistant to work with the Peace Corps/Namibia in identifying and recruiting members of the 1995 team. Team members will be selected on the basis of the strength of their recommendations, their level of teaching and teacher education experience, and leadership abilities. The PITL will oversee the training of team members, including recruitment of trainers, curriculum design, logistical arrangements. The PITL might also be required to do some stand-up training. Once team members have been placed, the PITL will oversee program development and supervision with team members. The PITL will continue such work until the arrival of the TSI-C, and will orient the TSI-C before finishing his/her contract. Peace Corps/Namibia's PCPS/Education will oversee all logistical concerns for team members, including provision of suitable housing, health coverage, and incidental living necessities. The Project will provide transport for the pilot and advance teams, either through arrangements for utilizing GRN vehicles provided by the GRN and/or, if necessary, the early purchase of vehicles titled to the GRN and specifically for the Project.

(2) Housing Worldwide Peace Corps policy is that housing for the volunteers is the responsibility of the host government, usually provided by the local community. In certain cases, that may require the upgrading of existing structures or rental. All houses will, as has been the case to date with Peace Corps housing in Namibia, need to comply with minimum PC standards, with regard to cement floors, screening and access to potable water and latrines. Houses will be provided with the provision that agreement is reached on the fate of the house after the completion of the Project.

(3) Transportation Reliable, dependable and inexpensive transportation of C-RPs and O-RPs is critical to the success of in-service training component. All C-RPs will have access to a 4-wheel drive vehicle, while O-RPs will receive some form of vehicle transportation, acceptable to PC standards, based on a mix of different types of light and medium-weight two-axel vehicles for short trips. The first group of C-RPs will explore a flexible range and mix of transportation options including the use of other GRN vehicles, taxi arrangements, rental, the use of donkey carts or any other local mode of transportation. As a further option clusters of five O-RPs will have access to a smaller two-wheel drive vehicle for the purpose of reaching distant schools, carrying material and supplies and the transporting teachers to workshops. Any vehicles procured under the Project for use by PCVs will be titled to the GRN's Ministry of Works, Transportation and Communications, Government Garage, and will be assigned to the PCVs under the Project. Access to these vehicles and arrangement of fuel would require access to regional GRN garage facilities. All vehicles purchased for use of PC will revert to the GRN, for use by the MEC at the completion of the project.

The proposed phasing of C-RP and O-RP PCVs is shown in Table 5, below.

Table 5: Peace Corps Volunteer Phase-In Schedule

Position	1994	1995	1996	1997	1998	TOTAL
Pilot & Advance team		10-15				10-15
C-RPs			5-7			5-7
				5-7		5-7
O-RPs			25-33			25-33
				25-33		25-33
TOTAL Volunteers by year		10-15	30-40	60-80	30-40	70-95 volunteers --- 130-175 volunteer years

E. Target Schools Intervention Coordinator (TSI-C) The TSI-C will be provided under the institutional contract and will have as his/her primary task, providing technical support back stopping and direct coordination to the PCVs implementing the Target School Intervention component in selected target schools. The TSI-C will be responsible for:

- overseeing the development of the content, design, administration, monitoring and evaluation of the Target School Intervention component;
- working closely with the Associate Peace Corps Program Specialist (PCPS) for Education in the management of this Project, the TSI-C. The TSI-C will be responsible for the professional, technical and commodity aspects of the intervention, and the PCPSI will be responsible for the management and administrative matters;
- helping C-RPs develop work plans; and
- to ensure smooth coordination of information and development and delivery of materials to C-RPs.

The TSI-C will be responsible for the professional, technical and commodity aspect of the intervention, and the PCPS for the management and administrative matters. The TSI-C will be based in a location accessible to the majority of the sites selected, probably in a regional office or Circuit Inspector's office.

F. Target Schools Intervention Research Assistant The TSI-C will be assisted by a three to four year Target School Intervention Research Assistant. The TSI-RA will be responsible for:

- channelling information from NIED to the TSI-C.
- collecting and compiling data gathered by O-RPs, C-RPs and TSI-C from initial studies, and the piloting of the Teachers' Basic Competencies Manual and the O-RP Kit;
- coordinating research and findings of the Target School Intervention component with research and findings of the Assessment RA;
- analyzing and compiling data in usable form (e.g., quarterly reports, summaries of trends, etc.) for ongoing training of O-RPs, C-RPs and TSI-C, as well as for use in Project monitoring and evaluation; and
- coordinating the technical content of the O-RP Kit within NIED in the In-Service Teacher Education Sub-Division and provide feed back on implementation.

The TSI-RA, then, will not be responsible for gathering data directly from the field, but collecting data from Project staff and processing it so that it can be used productively by them. The TSI-RA will be permanently based in NIED for continuity. The TSI-RA will be a local hire, and will report directly to the TSI-C.

G. Target School Selection The process described below will be used as a starting point for recommendations to be made by the advance team in the selection of schools and clusters. However, the intent is to remain flexible in order to accommodate local conditions and new research data as they become available. If at some point the criteria should be changed due to unforeseen circumstances, the matter will be taken up by the Project Management Committee to authorize a change of criteria, or school or cluster selection in a specific case. If such a change has major implications it will be approved by the Project Steering Committee. The final criteria and selection will be made in collaboration with the MEC.

The target school selection process for this Project will follow three steps: (1) a "first cut" in which a narrow set of criteria are invoked to identify only the most disadvantaged schools in the country; (2) a negotiation period in which principals and community members are involved in order to determine the logistical feasibility and social acceptability of the selection of certain schools; and (3) a "final cut" in which a broader set of criteria are invoked to make the final recommendations concerning schools and clusters to be included in the Project.

H. End of Party (EOP) Conference In May, 1998, everyone who has been associated with the Target School Intervention of the BES Project will be sponsored by the Project to attend a two-day summary conference. Teachers from target schools, as well as SBTEs, Principals, Advisory Teachers, TRC personnel, in-service colleagues from NGOs and the MEC, and Project staff who are still in-country will be invited to attend the conference. Conference proceedings will be compiled in the form of a manual to be distributed to everyone who participated in the BES Project (whether they were present at the conference or not), and will be made available nationally to teachers through the MEC distribution system. Information gathered in the conference will also be used for Project impact assessment.

V. CURRICULUM AND MATERIALS DEVELOPMENT

A. Rationale The MEC, with support from other donor organizations, is undertaking a broad reform of the national primary and secondary school curriculum as part of its Basic Education Reform Program. This effort includes the design, development and implementation of a revised curriculum for all grades at all levels (Grades 1-12). As an integral part of this process, syllabi for each grade of specific subjects are developed by NIED through the use of subject panels which advise the Subject Working Groups (SWGs). These SWGs are typically composed of five teachers, Advisory Teachers or Circuit Inspectors working with a subject specialist in NIED under the direct supervision of a senior education officer in NIED. The SWGs report to the subject panels, and their activities are coordinated by the Chief Education Officer (CEO) in the Curriculum Research and Development Division of NIED.

The success of the curriculum development effort of the MEC depends to a large extent on the skills in the subject working groups. While the MEC is able to support the work of these SWGs, additional expertise will be required in the form of short- and long-term technical assistance to allow the SWGs to develop quality syllabi on schedule.

Assistance is also needed in NIED with the development of materials. Some materials development equipment is currently available within the MDU, but because of staffing shortages which will be alleviated by the rationalization process, this equipment is currently under-utilized. As a consequence, fewer than optimum materials are developed to the point of camera-ready copy. In order for the curriculum development effort to proceed during the rationalization effort, NIED urgently needs assistance in the development of new syllabi and materials to the point of camera-ready copy. After the rationalization is completed (December 1995), it is also anticipated that NIED will continue to need assistance with its SWGs and training and staffing of the MDU, if the production of quality materials is to proceed on schedule. The materials which are produced can then be used in the target schools, if they are produced in a timely manner.

B. BES Support for Curriculum Development The BES Project will build institutional capacity of the MEC by providing short-term technical assistance for the SWGs, and short- and long-term technical assistance for the staffing and training of personnel in the MDU.

i. Syllabus Development In order to assist with the curriculum reform effort, the BES Project will provide short-term technical assistance to assist the SWGs with syllabus design, development, implementation, evaluation, and translation in selected subjects, Grades 1-4 (exluding Religious Education, which USAID cannot finance). Actual development of materials to the point of camera-ready copy will be handled in the Materials Development component of this Project. The exact requirement for level of assistance will vary according to subject, the expertise of the SWGs, and other factors. For planning purposes, it is assumed that requirements would vary between three and six months of T.A. per subject at each grade level. The overall anticipated level of effort is estimated to be 94 short-term staff (1995-1998) months of which 54 would be provided by Namibian, 28 by regional and 12 by international syllabus development experts. An additional 15 months of short-term TA in translation will be provided in 1994, before the Institutional Contractor staff is in-country, to translate documents identified by the MEC, which are ready for translation.

NIED's Curriculum Development Unit will initiate requests for short-term TA directly to the institutional contractor's COP, and provide recommendations on type and duration of TA services. The institutional contractor, in collaboration with the BES Management Committee, will develop detailed terms of reference, a recruitment strategy and provide support for advertising, interviewing and procurement of identified services. NIED will take the lead in reviewing applications and making final recommendations on selections and obtain approval from the appropriate MEC in-house committee established to oversee this BES function. All procurement of technical assistance (and any other services or commodities procured with USAID funds) will have to conform to USAID procurement regulations. Once hired, T.A.s will be supervised directly by NIED, with T.A. performance subject to review by the Project COP and Project Working Groups.

ii. Local languages syllabus development The Project will provide two years of T.A. for an Indigenous Languages Expert - either up to four years as one long-term T.A. and/or, a combination of one year Long-term and 12 person-months of short-term T.A. - with the option of extension. The Indigenous Languages Expert(s) will be responsible for overseeing the design and development of syllabi and materials for Grades 1-4 in a minimum of five Namibian African languages. The procedure and conditions for identification and selection of these T.A.s will follow the same procedure as with the syllabus development T.A.s,

except that key personnel within NIED to make recommendations will be housed in the Languages Division.

C. BES Support for Materials Development The BES Project will provide one long-term Materials Development T.A. and two PCVs, one of whom will be assigned exclusively to materials development for the Target Schools Intervention. These personnel will assist the MDU with the development of teaching and learning materials corresponding to the new syllabi and the processing of camera-ready masters. The T.A. and PCVs will train and assist local staff to operate and maintain desk-top publishing and related equipment. The T.A. and PCV will work with the Sub-Editor in the Materials Development subdivision in MEC to ensure consistency between goals and objectives of the MEC SWGs, the Project's materials development effort, and target schools activities. Provision of this support will be contingent on the availability of permanently-appointed Namibian staff to work with the TA. Additional materials development equipment will be provided under this Project as the need arises.

The Materials Development T.A. and the PCVs, with input from the O-RPs and the C-RPs, will develop two types of materials: those designed for national distribution by the MEC, and those designed for use in the BES Target School Intervention. Materials for national distribution will include: teacher's guides, teaching and learning materials and continuous assessment instruments. Materials design specifically include the Teachers' Basic Competencies Manual, the O-RP Kit, and additional teaching and learning materials.

It is understood that in addition to materials developed for this Project, BES target schools will also receive materials and services that go to all Namibian schools independent of Project inputs.

Design and production of all these materials will be congruent with the strong preference held by MEC for educational materials to be created and produced within Namibia. A central objective of this activity will be capacity building through sustainable technology transfer.

D. Anticipated achievements in curriculum and MDU It is anticipated that by the end of this Project, the following will have been achieved:

- all syllabi based on the new curriculum for Grades 1-4 will have been developed in selected subjects;
- all teacher guides will have been developed in selected subjects to camera ready copy in time for use in target schools;
- all teacher and learner materials will have been designed and developed in selected subjects to camera ready copy in time for use in target schools;

- all necessary units will have been translated;
- a management plan for the MDU structure will have been prepared, and functions will have been developed; and
- a number of core staff (men and women) will have been trained in materials development practices.

VI. CONTINUOUS ASSESSMENT AND END-OF-GRADE 4 ASSESSMENT

A. Rationale The development of the new primary curriculum, with its emphasis on learner-centredness in Namibian classrooms, has led to the decision by the MEC to introduce a system of Continuous Assessment (CA) at the lower primary level. There is therefore a need to replace the former system of end-of-term and end-of-year (usually written) tests and examinations with more informal, formative methods of assessment. The MEC has already embarked on this process, with working groups already writing basic competencies and a program for CA being developed. Also, the modularized distance-education BETD program, supported by UNESCO, includes some modules on continuous assessment.

To add to this ongoing effort, the MEC has asked for assistance with the collection and analysis of data, the design of pilot assessment materials, the coordination of a national CA program across subjects for lower primary, the training of teachers in target schools in the use of the materials, and the introduction of the program to teachers nation-wide.

Substantial work on CA has already begun within the Ministry with assistance from other donors. The BES Project will build upon existing materials in this area with three types of assessment development activities:

(1) The collection and analysis of data for the design of pilot CA materials;

(2) The design of CA materials and techniques and conduct of workshops across all subjects in Grades 1-4; and

(3) The development of an End-of-Grade 4 assessment instrument (building on the Baseline Assessment).

B. Project-funded Long-term TA The Project will fund an Assessment Coordinator (AC) whose primary role will be to oversee the development of all assessment materials and protocols from research to development and piloting to evaluation to workshops. The AC will also be responsible for liaising with the appropriate personnel in NIED, and supervising and training the ARA. The AC will be hired as a Long-Term Technical Assistant hired through the Institutional Contractor and will report directly to the COP. He/she will be assisted by the Assessment Research Assistant (ARA), whose primary role will be to assist the AC with the data collection and research required to develop

and implement the assessment materials described above. He/she will be a local hire serving for the LOP, and will report directly to the AC.

C. BES Support for Continuous Assessment In order to determine the nature of learners' assessment needs in Lower Primary, the Project will initiate an assessment to find out how teachers teach, how learners learn, why learners fail. Additional research will be conducted as necessary to identify basic competencies and areas of greatest need for consolidation support. Then, in collaboration with the Examination Directorate and SWGs, the AC and ARA will begin developing prototypes for two types of CA materials for use with selected subjects in Grades 1-4; a Teacher's Guide to Continuous Assessment will be published and distributed nationally by the MEC at Lower and Upper Primary level; and the O-RP Kit, written for the O-RP in BES target schools only, will contain modules which provide a basic understanding of some topic embraced by CA.

All materials will be produced and published by the BES Project for the Target Schools, and the camera-ready versions will be made available to the MEC for publishing and national distribution. If at any point the MDU is unable to assist with the equipment or human resources necessary for desktop publishing, the BES Project will provide Short-Term Technical Assistance to complete the task, as well as desk-top publishing equipment, if necessary. Throughout the process, the AC will work with the NIED Assessment Research Officer and the Examinations Directorate to coordinate content, approaches, and basic competencies. To the greatest extent possible, materials will be coordinated with existing MEC and other donor material.

The AC and ARA, with the assistance of teacher educators from the MEC, will design and implement a series of one-day workshops to introduce participants to the theory and rationale of Continuous Assessment. Participants will include teacher educators from the TTCs and TRCs from all seven educational regions of Namibia regions, as well as Circuit Inspectors, Advisory Teachers, and School-Based Teacher Educators.

This Project will build upon the End-of-Grade 4 Assessment instrument already being designed by the FSU team in conjunction with the MEC. When fully developed, it will measure basic competencies acquired in the first four years of school in English language, Mathematics, Natural Science and Health Education, Social Studies and vernacular language. As with the Continuous Assessment materials, the AC and ARA will work closely with the Examinations Directorate on the development of this instrument.

D. Anticipated achievements in continuous assessment It is anticipated that by the end of this Project, the following will have been achieved:

- curriculum assessment materials, including protocols and instruments, will have been developed in all core subjects for Grades 1-4;

- teachers guides for Continuous Assessment will have been developed as well as workshops;

- consolidation materials will have been developed in selected subject areas;

- standard school based assessment instruments and protocols will have been developed and used in Grade 4 in 80% of all schools; and

- seven regional continuous assessment workshops will have been held.

VII. MONITORING AND EVALUATION PLAN

The USAID Project Manager will be responsible for monitoring the progress of the institutional contractor and Peace Corps in implementing Project activities and achieving Project targets End of Project Status (EOPS). This will be accomplished through analysis of: component evaluations, workshop reports, proceedings from regional conferences and the end of Project conference, other documentation from the institutional contractor and Peace Corps, published MEC statistics and through site visits.

Project monitoring will require periodic reports submitted by the Peace Corps and the Institutional Contractor to USAID and MEC. These reports will consist of: Semi-annual progress reports indicating progress made against the annual work plan; annual reports indicating progress towards each of the Project output indicators; evaluation reports on specific pilot activities; and quarterly financial reports indicating cumulative expenditures against an approved annual budget.

O-RPs will continue to report on key subject areas, number and gender of teachers trained by type of training (one on one activities and in workshops) and other relevant Project indicators, throughout their tenure. In addition O-RPs and C-RPs will be asked to report on the effectiveness of tools developed for their use, the reactions of educators in their clusters to these tools and to new curriculum as well as to learning and teaching materials as they are introduced, and the availability of key inputs (especially those developed or supported through Project activities). Where it is judged necessary by the Project working groups, external evaluations of these inputs will be arranged by the institutional contractor using funds set aside for this purpose in their budget.

In addition to information (both baseline and ongoing) gathered by O-RPs, the Institutional Contractor will ensure that all Technical Assistance provided is involved in both monitoring and evaluating the activities in which they are engaged. The Institutional Contractor will also be responsible for ensuring that an end-of-grade 4 assessment is administered in target schools on a yearly basis. This assessment will build upon the work undertaken by MEC/FSU on the national learner baseline assessment and will be developed by the short term TA provided for through item H of the budget. In addition to implementing the end of Grade 4 assessment in target schools on a yearly basis, the assessment will

also be administered in "control" schools (possibly advantaged schools) or the data from the MEC longitudinal study will be used to ascertain how the gap between the two samples is being reduced. Options require further discussion and the finalization of the assessment instrument will take place during the first months following the award of the Institutional Contract..

In addition to on-going monitoring, the Project will be formally evaluated (with preference given to participatory evaluation methodologies) at the end of 1996 and again in early 1999. Evaluation will focus upon the institutional and people level impact of the Project. The evaluations will also examine the appropriateness of Project strategy, technology, and the kind, quantity and quality of inputs of resource inputs. If anticipated achievements have not been met, the evaluation will determine to what extent this can be attributed to the various assumptions indicated in the project paper.

Finally, one nonfederal audit is scheduled to take place at the end of 1998. USAID will be directly responsible for these evaluations and auditing activities.

All Project monitoring and evaluation activities will be designed to minimize burden on the MEC and to maximize the utility of this information to the Ministry for their own planning and policy analytic purposes, as well as strengthening research capacity within NIED.

VIII. IMPLEMENTATION PLAN

The following chart lays out the plan for implementing the Project activities which have been described in detail above. Each of the major steps to be taken in initiating and carrying out the Project is listed, with the approximate date it is to be done and which agency or individual is responsible for that action.

Table 6: Implementation Plan

DATE	ACTIVITY	RESPONSIBLE PARTY
	1994	
June	BES Project Amendment reviewed/concurred in by REDSO/ESA, RLA, REGCON, RECON.	REDSO/ESA
June	Peace Corps team Visit	MEC, in consultation with USAID and Peace Corps
June	BES ProAg Amendment signed	MEC, NPC, USAID/Namibia
July	PIO/T completed CBD Notice published	USAID/Namibia
July or August	RFP issued	USAID/Namibia
July	Peace Corps Assessment	Peace Corps
August/September	PASA signed	RCO and Peace Corps
September	Procure Project Vehicles PCVs	RCO/RCMO Pretoria
September	Project start-up activities: Programmatic, logistical	Project Initiation Team Leader (PITL), Local TA
September	Start-up TA and PITL	USAID, MEC, Peace Corps
September-December	Identify schools/clusters for 1995 team	PITL, PCV
September-December	Other start-up activities: Translation, curriculum development	Other start-up TA
September-December	Organize PCV housing for 1995 team	PITL, Advance Team PCVs Peace Corps/Prog Asst Ed, USAID Project Manager
October	Proposals reviewed	USAID, MEC Steering Committee
October (Annually)	Assessment Program Impact (Annual)	USAID
October-November	Develop baseline and monitoring protocols for ORPs, if necessary	
November	Procure/secure 13 4WDs for C-O-RPS/PCVs	RCO, Project Manager
Late November	Institutional Contractor selected	USAID, MEC
November-December	Training of 1995 team	PITL, PC Prog Asst/Education, MEC

DATE	ACTIVITY	RESPONSIBLE PARTY
	1995	
January 1995	Arrival of Materials Development Coordinator and PCV assistants	Inst Contractor/Peace Corps
January-June	Initial assessment activities	Start-up TA
January-June	Initial baseline activities	O-RPs
January-June	Procure office, equipment, furniture, materials, supplies	PITL, Support Staff
January-LOP	Recruit short-term TA: Curriculum development	MEC (once candidate is identified, IC will process the contract)
March	TSI-C arrives	Institutional Contractor
March	CA-C arrives	Institutional Contractor
June-LOP (quarterly)	Institutional Contractor Report	Institutional Contractor
June-LOP (quarterly)	Peace Corps Report	Peace Corps
September-LOP	Development of continuous assessment materials, End-of-Grade 4 Assessment	Assessment Coordinator, Assessment Research Assistant
September-December	Pre-service training: O-RPs and C-RPs	TSI-C, PC PCPS/Education
September (2 per year per region)	Regional target school conferences	TSI-C, MEC
December (annual for LOP)	End-of-Grade 4 Assessment Implemented	Assessment Coordinator, Assessment Research Assistant
	1996	
January	Baseline studies, target schools	O-RPs, C-RPs
January-December	Production of drafts of pilot materials	Materials Development Coordinator, PCV Materials Dev. Specialists
January-December	Production of drafts of pilot CA material	Assessment Coordinator, Assessment Research Assistant
September	Procure second group of PCV vehicles (40)	Project Manager
September-December	Training: O-RPs and C-RPs, Cycle B	APCPS/Education, TSI-C

DATE	ACTIVITY	RESPONSIBLE PARTY
	1997	
January	Mid-term USAID evaluation	USAID/Namibia
January	Baseline studies of additional target schools	O-RPs, C-RPs
January-December	Production of drafts of pilot materials	Materials Development Coordinator, PCV Materials Dev. Specialists
	1998	
January	Baseline studies of additional target school	O-RPs, C-RPs
May	End-of-Project Conference	TSI-C, PCPS/Peace Corps, COP
	1999	
Jan - March	Nonfederal Audit	Local auditing firm
January-March	Final evaluation	USAID Project Manager, External evaluator

IX. PROJECT MANAGEMENT

Management of the BES Project will be kept relatively straightforward and with as few separate management components as possible. The USAID/Namibia Mission will provide a Long term USPSC Project Manager and a small project office; provision of long and short-term technical assistance will be coordinated through the Institutional Contractor; Peace Corps Volunteers will be utilized extensively for the target schools intervention element; and MEC, through the Steering Committee, will provide overall coordination for the Project.

A. Project Steering Committee

Members: Minister of Education or his representative - Chairperson, and such Directors or other officials as MEC may appoint (for example Director of NIED, Director of Primary Educational Program Implementation, Director of the Examinations Directorate, Director of Planning, Director of Finance and Administration). In addition, the Director of USAID or his/her representative, the Director of Peace Corps and the Chief of Party will be included.

Role: The primary role of the Project Steering Committee will be to provide the overall vision, planning and oversight of the Project, including making key decisions about policies, hiring, and design changes. Decisions of the Project Steering Committee will, of course, have to be in accordance with broader MEC policy and/or regulations, and the participation of high level MEC officials will ensure that. The Project Steering Committee will meet regularly,

possibly monthly or every other month, for the first year of the Project, and three times a year or as-needed thereafter until the EOP. As the Project evolves the Steering Committee may alter the composition as appropriate and may include representatives from other similar projects.

Responsibilities:

- Liaise between the Ministry and USAID.
- Approve calls and advertisements for tenders (requests for proposals), as well as the selection of the Institutional Contractor advisors, consultants and assistants (in accordance with MEC and USAID rules and regulations).
- Approve the final selection of target schools.
- Approve a strategic plan for the LOP developed by the Chief of Party, including a vision statement, goals and objectives, in order to set priorities for Project activities.
- Each year, approve revisions as necessary to the Life of Project plan.
- Coordinate key Project activities and review the progress therefor including all Project expenditures to ensure that they are implemented in accordance with Project objectives.
- Make recommendations concerning staffing positions, including the hiring, extending of contracts, probationary action and firing of all Technical Assistants.
- Make recommendations concerning changes in Project conditions or direction when required.
- Develop policies related to all of the above as needed.
- Perform other functions deemed necessary for the good management of the Project by the Committee.

B. Project Management/Working Group(s)

In addition to the Project Steering Committee, key Project staff will be invited to participate in the MEC Curriculum Coordination Committee on a regular basis to ensure the effective coordination of different Project components. In addition, the Technical Staff (including the USAID Project Manager and the Peace Corps PCPS for Education) will be invited to participate in MEC committees relevant to their area of expertise and/or specific Project working groups will be created. For example, the TSIC will be invited to join the Teacher Education Coordination Committee which meets three times a year in

Windhoek as well as becoming a member of the Regional Coordination Committee. C-RPs will also be invited to participate in regional committees.

Roles: The primary role of the Project Working Group,(s) be they existing MEC committees, or project committees, will be the direct technical oversight, supervision and coordination of the Project. This will be critical for regular supervision on a technical level and the group(s) will be empowered to make decisions on technical matters related to Project implementation. The senior long-term technical advisors hired by the Institutional Contractor will report administratively to the COP, but will take technical direction from the Project Working Group(s). The Working Group will be responsible for providing technical direction for the Project, as well as discussing and making decisions on all technical issues which require coordination among the various offices and agencies involved in Project implementation. With regard to policy issues, the Project Working Group will discuss the issues and make recommendations to the Project Steering Committee for final resolution or decisions.

C. Peace Corps Personnel

It is anticipated that the Peace Corps will be the implementing agency for the Target Schools Intervention and that an agreement with the Peace Corps under a Participating Agency Support Agreement (PASA) will be negotiated and signed between USAID and Peace Corps for the services outlined under the Project. This will include the provision of O-RPs in target schools working directly with disadvantaged teachers. It will also include some C-RPs to work at the regional level. Peace Corps will provide administrative support for the PCVs in the field; technical supervision will be provided by the Institutional Contractor's TSI-C, based in the field and, as appropriate, by MEC. Peace Corps staff required to handle program and administrative support matters for the volunteers, including a medical nurse.

D. Institutional Contractor

The Institutional contractor will be the mechanism for providing most of the Technical Assistance provided under the Project, both long-term and short-term. Preference would be that long and short-term technical assistance be incorporated into one contract for the life of the Project under a performance based contract against stated Project objectives or outputs and within a stated time frame. It is anticipated that the Institutional Contractor will have five long-term TA personnel, including the Chief of Party (COP), several of whom may be recruited from within Namibia or the surrounding countries. Short term TA personnel, up to 94 person months over the LOP, will be utilized to address specific technical issues, and it is anticipated that 54 months of the short term TA will be acquired from within Namibia, another 28 months will be recruited from within the region and the remaining 12 months from the U.S. and/or Europe.

E. Responsible USAID Officer

The USAID Representative in Namibia is responsible for overseeing the BES Project in the field. He/she will be assisted by the Program Officer, acting as the USAID/Namibia BES Project Officer, by a long-term USPSC Project Manager (within ceiling) and an administrative assistant, all of whom will be housed in the Mission.

F. Counterpart Requirements

To ensure sustainability, technology transfer and effective utilization of Project assistance, MEC will need to assign counterparts, be they one person or several persons, from permanently appointed Namibian staff to work with long-term Project technical assistance staff. It is understood that counterparts need not necessarily be only one individual; sometimes it will be more appropriate for several persons to be the counterpart, or even that the counterpart may change at different stages of the Project. It is also understood that the counterpart(s) will not have to spend all his or her or their time with the Project staff. Rather, the counterparts will be available to meet with Project staff as required, and will help to ensure effective coordination of Project activities with MEC priorities, as well as ensuring that new skills, technologies and methodologies developed under the Project are retained within the MEC.

Following is a list of the major long-term technical assistance positions being provided under the BES Project and a description of the counterpart requirements for each position. In addition, MEC has agreed to assign staff to participate in semi-annual reviews, RFP preparation and contractor selection, and in formal evaluations.

(1) Chief of Party The Chief of Party (COP) of the Institutional Contractor will not require an individual counterpart in the MEC. The MEC will be appointing members to a high level Steering Committee and constituting working group (s) at lower levels to organize liaison between the various divisions of the MEC and this Project on which the COP may sit.

(2) Language Specialist in Syllabus Design and Materials Production The MEC has agreed to identify a Senior Education Officer or Subject Specialist in the sub-division: African Languages to work with the specialist. The specialist will work with Subject Working Groups (SWG) convened for Namibian Language curriculum development and with other SWG's as required.

(3) Assessment and Testing Coordinator The activities of the Assessment and Testing Coordinator will be coordinated by a Senior Research Officer within the MEC. The Coordinator will work with the Senior Research Officer or a designated Research Officer to assist subject working groups to draft assessment input as part of the curriculum

material and to draft and trial a guide to Continuous assessment. Counterparts will be designated in the Examinations Directorate to work with the coordinator on the end of grade 4 assessment.

(4) Materials Development Coordinator The MEC has agreed to assign the Chief Education Officer in the Division: Professional and Resource Development to coordinate the activities in the Materials Production Coordinator within the MEC, until the appointment of the Sub-Editor in the unit by June 1995. After the appointment, the Sub-Editor will work as counterpart with the Materials Development Coordinator.

(5) Target Schools Intervention Coordinator The MEC has agreed to include the TSIC on the Teacher Education Coordination Committee at both national and regional levels which will assist in the management and coordination of the target school intervention component of the Project. The MEC has also agreed to identify Regional Education Officers, in those regions in which the Project is implemented, to work with the coordinator in the regional coordination of activities.

(6) Target Schools Intervention Research Assistant The MEC has agreed to assign an education trainer in the in-service and pre-service unit to work with the target school intervention coordinator and research assistant to inform the production process of Project-specific materials within the MEC.

(7) On-Site Resource Persons The MEC has agreed to instruct its Regional Offices to identify a school principal/advisory teacher/resource teacher/inspector to assist with the coordination of the O-RP program within the cluster, and a teacher in each school in a cluster to assist with the coordination of the school-based activities of the O-RPs.

(8) Circuit Resource Persons The MEC Regional Offices will be instructed to identify an Education Officer to oversee the activities and program of the C-RPs within the education circuit. C-RPs will also be invited to sit on MEC regional coordination committees.

X. PROJECT BUDGET AND FINANCIAL PLAN

A. Illustrative Project Budget

On the following page is a detailed Project budget table (Table 3). Unless explicitly stated otherwise, all financial figures in this Project Paper are expressed in US dollars. In addition, unless otherwise stated, all reference are to calendar years.

Table 3: Illustrative Project Budget

	Units per Year						Calendar Year	Cost per Year					Total
	94	95	96	97	98	99	Mar 91 - Aug 94	94	95	96	97	98	99	Cost
1. NPA-related Sunk Obligations							1,000,000							1,000,000
2. Start-up														
A. PITL	0.3	0.7						68,100	158,900	0	0	0	0	227,000
B. Start-up TA	1	1						20,000	20,000	0	0	0	0	40,000
C. Local TA	8	7						16,800	14,700	0	0	0	0	31,500
D. Other Start up	0.2	0.8						15,000	60,000	0	0	0	0	75,000
SUB-TOTAL								119,900	253,600	0	0	0	0	373,500
3. Project Managment, Monitoring Evaluation and Impact Assessment														
A. Project Staff														
1. Manager	0	0.6	1	1	1	0.5		0	114,000	190,000	190,000	190,000	95,000	779,000
2. Support Staff	0	0.6	1	1	1	0.5		0	45,000	75,000	75,000	75,000	37,500	307,500
B. Operating Costs	0	0.6	1	1	1	0.5		0	15,000	25,000	25,000	25,000	12,500	102,500
SUB-TOTAL								0	174,000	290,000	290,000	290,000	145,000	1,189,000
4. Institutional Contract														
A. Administration														
1. Start-up TA	2							46,000	0	0	0	0	0	46,000
2. Chief of Party		0.7	1	1	1	0.3		0	175,000	250,000	250,000	250,000	75,000	1,000,000
3. Support Staff		0.7	1	1	1	0.3		0	37,100	53,000	53,000	53,000	15,900	212,000
4. Home Backstop		0.3	0.4	0.4	0.4	0.4		0	36,000	48,000	48,000	48,000	48,000	228,000
5. Office Equip & Furn		0.7	0.2	0.2	0.2			0	70,000	15,000	15,000	15,000	0	115,000
6. Running Costs		5	12	12	12	3		0	75,000	180,000	180,000	180,000	45,000	660,000
B. Syll & Inst Matls Development *														
1. Mother Tongue Lang Expert		0.7	1	1	1			0	112,000	160,000	160,000	160,000	0	592,000
C. MEC Short term TA														
1. Namibian TA		15	15	15	9			0	75,000	75,000	75,000	45,000	0	270,000
2. Regional TA		7	7	7	7			0	94,500	94,500	94,500	94,500	0	378,000
3. International TA		3	3	3	3			0	54,000	54,000	54,000	54,000	0	216,000
4. Fee on s/t TA								0	20,115	20,115	20,115	17,415	0	77,760
D. IM Production														
1. Plan, Mgmt, Train		0.5	1	0.5				0	80,000	160,000	80,000	0	0	320,000
2. Equipment			0.5	0.5				0	0	50,000	50,000	0	0	100,000
E. Assessment and Testing														
1. A&T-C TA		0.7	1	1	1			0	175,000	250,000	250,000	250,000	0	925,000
2. Loc Res Assist		0.7	1	1	1			0	22,400	32,000	32,000	32,000	0	118,400
F. Target School Intervention														
1. TSI-C		0.7	1	1	1			0	175,000	250,000	250,000	250,000	0	925,000
2. Secretry		0.7	1	1	1			0	14,700	21,000	21,000	21,000	0	77,700
3. Loc Res Assist		0.7	1	1	1			0	14,700	21,000	21,000	21,000	0	77,700
4. Training PCVs	12	50	50	0	0			14,400	60,000	60,000	0	0	0	134,400
5. Kits & Supplies		30	120	240	120			0	90,000	360,000	720,000	360,000	0	1,530,000
G. General Capacity Building		1	1	1	1			0	50,000	50,000	50,000	50,000	0	200,000
H. Pilots & Impact Assessment														
1. Start-up TA		6						0	138,000	0	0	0	0	138,000
2. Assessments		1	1	1	1			0	90,000	90,000	90,000	90,000	0	360,000
I. Vehicles														
1. 4 Wheel Drive		4						0	160,000	0	0	0	0	160,000
SUB-TOTAL								60,400	1,818,515	2,293,615	2,513,615	1,990,915	183,900	8,860,960
5. Peace Corps Component														
A. Extending PCVs		12						0	240,000	0	0	0	0	240,000
B. Cycle A (34+6)			40	40				0	0	800,000	800,000	0	0	1,600,000
C. Cycle B (34+6)				40	40			0	0	0	800,000	800,000	0	1,600,000
D. Matls Prodn PCV			2	2				0	0	40,000	40,000	0	0	80,000
E. Facilities Upgrades		10	40	40				0	50,000	200,000	200,000	0	0	450,000
F. Furn & Equip		1	0.2	0.2	0.2			0	15,000	3,000	3,000	3,000	0	24,000
G. Misc Expenses		1	1	1	1			0	5,000	5,000	5,000	5,000	0	20,000
H. Project Admin			2	3	1			0	0	64,000	96,000	32,000	0	192,000
I. Medical Staff		1	1	1	1			0	9,000	9,000	9,000	9,000	0	36,000
SUB-TOTAL								0	319,000	1,121,000	1,953,000	849,000	0	4,242,000
6. Vehicles														
A. 4 Wheel Drive (12 PCV + 1 APCD)		13						0	520,000	0	0	0	0	520,000
B. Assorted O-RP		6	30	36				0	54,000	270,000	324,000	0	0	648,000
SUB-TOTAL								0	574,000	270,000	324,000	0	0	1,168,000
7. External Evaluation & Audit														
A. Evaluation				1		1		0	0	0	180,000	0	180,000	360,000
B. Non-Federal Audit						1		0	0	0	0	0	40,000	40,000
SUB-TOTAL								0	0	0	180,000	0	220,000	400,000
TOTAL WITHOUT INFLATION & CONTING							1,000,000	180,300	3,138,115	3,974,615	5,260,615	3,129,915	548,900	17,233,460
Inflation & Conting 6.8%								12,257	213,395	270,192	357,613	212,770	37,314	1,103,540
USAID TOTAL WITH CONTINGENCIES **							1,000,000	192,557	3,352,510	4,244,807	5,618,228	3,342,685	586,214	18,337,000
GRN In-Kind Contribution 25% ***							333,333	64,185	1,117,502	1,414,934	1,872,741	1,114,227	195,404	6,113,000
PROJECT TOTAL USAID + GRN							1,333,333	256,742	4,470,012	5,659,741	7,490,969	4,456,912	781,618	24,450,000

Notes: * Item 4.B.1 Mother Tongue Language Expert will be recruited for an initial assignment of 24 months. Budgeted funds allow extension.
** This Amendment authorizes $ 17,337,000 in addition to the $ 1,000,000 which has already been authorized.
*** GRN In-Kind Contribution Rounded Upward from $6,112,529 to $6,113,000

B. Financial Plan

The following financial plan is keyed to the line items in the above illustrative Project Budget, and provides a more detailed description of each major line item.

(1) NPA Sunk Costs

The BES Project (673-0006) was authorized in March 1991 at $500,000 LOP funding as a companion project to the Mission's Basic Education Reform Program (673-0003). The following year, an additional $500,000 was authorized and obligated. Approximately $700,000 of these initial funds will have been disbursed prior to the authorization of the current (second) amendment. To date, funds have been used to support external monitoring and evaluation activities as well as the Project-supported Mission project management staff and various support costs for them.

Anticipated residual funds from the initial obligations (estimated at $300,000) of the $1,000,000 in line item 1, are assumed to cover Project Management and related costs for the remainder of 1994 and the first five months of 1995. (Budget lines 3.A and 3.B)

(2) **Start-Up**

Successful project implementation requires that work on a number of key project elements begin prior to the selection and arrival of the institutional contractor. These activities relate to selection of target schools and identification of appropriate interventions for each, development of training materials for PCVs, design and testing of baseline assessment instruments, and general planning activities. Therefore, prior to the arrival of the IC, the Mission will undertake and/or commission a series of preparatory activities to facilitate timely project implementation, as well as a Project Initiation Team Leader, to oversee the various studies and coordinate the analyses.

(3) USAID Project Management

USAID will maintain an in-house project office including the Services of a long-term USPSC will be procured by the Mission.

(4) Institutional Contract

The Institutional Contractor (IC) will provide the bulk of the day-to-day technical management of the Project. They will include long-term staff recruited locally and internationally, from both the U.S. and the region, as well as a significant number of short-term technical assistance. The GRN has identified office space for members of the institutional contract

at MEC (in Windhoek) and at NIED (in Okahandja); other office space, particularly in the region, may have to be rented. The budget also includes funds for support of TA staff. In addition, the IC will provide up to 94 staff months of short-term TA to work with subject panels and other groups in the development and formative evaluation of syllabi for selected lower primary subjects. Some of this TA may be used to support other components of the Project.

(5) Peace Corps Component

The Peace Corps component will provide the staff for the target intervention element of the project, placing PCVs in the field working directly with disadvantaged teachers in the target schools. This component of the budget will fund all the direct costs of the PCVs, including several administrative staff and will be accomplished through a PASA. Technical training and supplies for the PCVs are funded under the Institutional Contractor. All vehicles for use of PCVs will meet Peace Corps transportation standards, will be a mix of different types of vehicles to meet prevailing circumstances, and will be procured by the Regional Contracting Officer in USAID/Pretoria. Depending on circumstances, fuel and maintenance costs for the vehicles will either be covered under the PASA or from the GRN contribution. Consistent with Peace Corps policy, one locally hired Peace Corps program specialist will be hired for each addition 30-40 BES Project volunteers.

(6) Vehicles

The GRN will, wherever possible, make vehicles available for use in the Project as a part of their contribution to the Project, with Project funds being used for fuel and maintenance costs. If the GRN cannot provide all the vehicles required for effective Project implementation, vehicles will be purchased by USAID with project funds, and titled to the GRN, designated for the BES Project.

Mopeds for target school volunteers will be procured by USAID; operating costs for volunteer vehicles are included in their annual cost estimate. Mopeds will be titled to the GRN, and assigned to the PCV for use during the Project.

(7) External Evaluation and Audit

One mid-course and one final evaluation will be conducted by an independent external contractor using Project funds. A non-federal audit will be conducted at the end of the project through a Mission contract with a Namibian accounting firm.

(8) GRN Contribution

The GRN will provide significant support to the BES Project, to a value of at least 25% of the total Project costs. Their contribution will consist primarily of in-kind support, such as some of the housing and office space for Institutional Contractor and PCV Project staff, several vehicles for Project use, printing of materials to support the Project, production and distribution of books developed through the Project, etc.. It is anticipated that the GRN contribution will total the equivalent of $6,113,000 during the Life of the Project.

ANNEX 2

PROJECT GRANT STANDARD PROVISIONS

Definitions: As used in this Annex, the "Agreement" refers to the Project Grant Agreement to which this Annex is attached and of which this Annex forms a part. Terms used in this Annex have the same meaning or reference as in the Agreement.

Article A: Project Implementation Letters

To assist Grantee in the implementation of the Project, A.I.D., from time to time, will issue Project Implementation Letters that will furnish additional information about matters stated in the Agreement. The parties may also use jointly agreed-upon project Implementation Letters to confirm and record their mutual understanding on aspects of the implementation of this Agreement. Project Implementation Letters will not be used to amend the text of the Agreement, but can be used to record revisions or exceptions which are permitted by the Agreement, including the revision of elements of the amplified description of the Project in Annex 1.

Article B: General Covenants

SECTION B.1

The parties will cooperate to assure that the purpose of this Agreement will be accomplished. To this end, the Parties, at the request of either, will exchange views on the progress of the Project, the performance of obligations under this Agreement, the performance of any consultants, contractors, or suppliers engaged on the Project, and other matters relating to the Project.

SECTION B.2 Execution of Project

The Grantee will:

(a) carry out the Project or cause it to be carried out with due diligence and efficiency, in conformity with sound technical, financial, and management practices, and in conformity with those documents, plans, specifications, contracts, schedules or other arrangements, and with any modifications therein, approved by A.I.D. pursuant to this Agreement; and

(b) provide qualified and experienced management for, and train such staff as may be appropriate for the maintenance and operation of the Project, and, as applicable for continuing activities, cause the Project to be operated and maintained in such manner as to assure the continuing and successful achievement of the purposes of the Project.

SECTION B.3 Utilization of Goods and Services

(a) Any resources financed under the Grant will, unless otherwise agreed in writing by A.I.D., be devoted to the Project until the completion of the Project, and thereafter will be used so as to further the objectives of the Project.

(b) Goods or services financed under the Grant, except as A.I.D. may otherwise agree in writing, will not be used to promote or assist a foreign aid project or activity associated with or financed by a country not included in Code 935 of the A.I.D. Geographic Code Book as in effect at the time of such use.

SECTION B.4 Taxation

(a) This Grant Agreement will be free from any taxation or fees imposed under laws in effect in the territory of the Grantee.

(b) To the extent that (1) any contractor, including any consulting firm, any personnel of such contractor financed under the Grant, and any property or transaction relating to such contracts and (2) any commodity procurement transaction financed under the Grant, are not exempt from identifiable taxes, tariffs, duties or other levies imposed under laws in effect in the territory of the Grantee, the Grantee will, as and to the extent provided in and pursuant to Project Implementation Letters, pay or reimburse the same with funds other than those provided under the Grant.

SECTION B.5 Reports, Accounting Records, Audits, Inspections

(a) The Grantee shall furnish A.I.D. such information and reports relating to the Project and to this Agreement as A.I.D. may reasonably request.

(b) The Grantee shall maintain accounting books, records, documents, and other evidence relating to the Project and to this Agreement, adequate to show, without limitation, all costs incurred under the Grant, the receipt and use of goods and services acquired under the Grant, the costs of the Project supplied from other sources, the Nature and extent of solicitations of prospective suppliers of goods and services acquired, the basis of award of contracts and orders, and the overall progress of the Project toward completion ("Project books and records"). At the Grantee's option, with approval by A.I.D., Project books and records shall be maintained in accordance with one of the following methods:

(1) generally accepted accounting principles prevailing in the United States;

(2) generally accepted accounting principles prevailing in the country of the Grantee;

(3) accounting principles prescribed by the International Accounting Principles Committee (an affiliate of the International Federation of Accountants); or

(4) such other accounting principles as the parties may agree to in writing. Project books and records shall be maintained for at least three years after the date of last disbursement by A.I.D.

(c) If $25,000 or more is disbursed directly to the Grantee in any one calendar year under the Grant, the Grantee, except as the parties may otherwise agree in writing, shall have financial audits made of the funds disbursed to the Grantee under the Grant in accordance with the following terms:

(1) The Grantee shall select an independent auditor in accordance with the "Guidelines for Financial Audits contracted by Foreign Recipients" issued by the A.I.D. Inspector General ("Guidelines"), and the audits shall be performed in accordance with the "Guidelines".

(2) An audit of the funds provided under the Grant shall be conducted for each fiscal year of the Grantee. The audit shall determine whether the receipt and expenditure of the funds provided under the Grant are presented in accordance with generally accepted accounting principles agreed to in section (b) above and whether the Grantee has complied with the terms of the Agreement. Each audit shall be completed no later than one year after the close of the Grantee's fiscal year.

(d) The Grantee shall submit an audit report to A.I.D. within 30 days after completion of such audit arranged for by the Grantee in accordance with this section. The A.I.D. Inspector General will review each report to determine whether it complies with the audit requirements of the Agreement. Subject to A.I.D. approval, costs of audits performed in accordance with the terms of this section may be charged to the Grant. In cases of continued inability or unwillingness to have an audit performed in accordance with the terms of this section, A.I.D. will consider appropriate sanctions which include suspension of all or a portion of disbursements until the audit is satisfactorily completed or A.I.D. performs its own audit.

(e) The Grantee shall submit to A.I.D., in form and substance satisfactory to A.I.D., a plan by which the Grantee will ensure that funds made available to subrecipients that receive $25,000 or more in any one calendar year under the Grant are audited in accordance with this Agreement. The plan should describe the methodology to be used by the Grantee to satisfy its audit responsibilities with respect to any subrecipient to which this section applies. Such audit responsibilities with respect to subrecipients may be satisfied by relying on independent audits of the subrecipients or on appropriate procedures performed by the internal audit or program staff of the Grantee, by expanding the scope of the independent financial audit of the Grantee to encompass testing of subrecipients' accounts, or by a combination of tests procedures. The plan

should identify the funds made available to subrecipients that will be covered by audits conducted in accordance with other audit provisions that would satisfy the Grantee's audit responsibilities. (A nonprofit organisation organized in the United States is required to arrange for its own audits; a private voluntary organisation organised outside the United States with a direct Grant from A.I.D. is required to arrange for its own audits; and a host-country contractor should be audited by the cognizant Grantee contracting agency). The Grantee shall ensure that appropriate corrective actions are taken on the recommendations contained in the subrecipients' audit reports; consider whether subrecipients' audits necessitate adjustment of its own records; and require each subrecipient to permit independent auditors to have access to records and financial statements as necessary.

(f) A.I.D. may, at is discretion, perform the audits required under this Agreement on behalf of the Grantee by utilizing funds under the Grant or other resources available to A.I.D. for this purpose. The Grantee shall afford authorized representatives of A.I.D. the opportunity at all reasonable times to audit or inspect the Project, the utilization of goods and services financed by A.I.D., and books, records and other documents relating to the Project and the Grant.

SECTION B.6 Completeness of Information

The Grantee confirms:

(a) that the facts and circumstance of which it has informed A.I.D., or caused A.I.D. to be informed, in the course of reaching agreement with A.I.D. on the Grant, are accurate and complete, and include all facts and circumstances that might materially affect the Project and the discharge of responsibilities under this Agreement;

(b) that it will inform A.I.D. in timely fashion of any subsequent facts and circumstances that might materially affect, or that it is reasonable to believe might so affect, the Project or the discharge of responsibilities under this Agreement.

SECTION B.7 Other Payments

Grantee affirms that no payments have been or will be received by any official of the Grantee in connection with the procurement of goods or services financed under the Grant, except fees, taxes, or similar payments legally established in the country of the Grantee.

SECTION B.8 Information and Marking

The Grantee will give appropriate publicity to the Grant and the Project as a program to which the United States has contributed, identify the Project site and mark goods financed by A.I.D., as described in Project Implementation Letters.

Article C: Procurement Provisions

SECTION C.1 Special Rules

(a) The source and origin of ocean and air shipping will be deemed to be the ocean vessel's or aircraft's country of registry at the time of shipment.

(b) Premiums for marine insurance placed in the territory of the Grantee will be deemed an eligible Foreign Exchange Cost, if otherwise eligible under Section C.7(a).

(c) Any motor vehicles financed under the Grant will be of United States manufacture, except as A.I.D. may otherwise agree in writing.

(d) Transportation by air, financed under the Grant, of property or person will be on carriers holding United States certification, to the extent service by such carriers is available. Details on the requirement will be described in a Project Implementation Letter.

SECTION C.2 Eligibility Date

No goods or services may be financed under the Grant which are procured pursuant to orders or contracts firmly placed or entered into prior to the date of this Agreement, except as the Parties may otherwise agree in writing.

SECTION C.3 Plans, Specifications and Contracts

In order for there to be mutual agreement on the following matters, and except as the Parties may otherwise agree in writing:

(a) The Grantee will furnish to A.I.D. upon preparation:

(1) any plans, specifications, procurement or construction schedules, contracts, or other documentation relating to goods or services to be financed under the Grant, including documentation relating to the prequalification and selection of contractors and to the solicitation of bids and proposals. Material modifications in such documentation will likewise be furnished to A.I.D. on preparation;

(2) such documentation will also be furnished to A.I.D., upon preparation, relating to any goods or services, which, though not financed under the grant, are deemed by A.I.D. to be of major importance to the Project. Aspects of the Project involving matters under this subsection (a) (2) will be identified in Project Implementation Letters;

(b) Documents related to the prequalification of contractors, and to the solicitation of bids or proposals for goods and services financed under the Grant will be approved by A.I.D. in writing prior to their issuance, and their terms will include United States standards and measurement.

(c) Contracts and contractors financed under the Grant for engineering and other professional services, for construction services, and for such other services, equipment or materials as may be specified in Project Implementation Letters, will be approved by A.I.D. in writing prior to execution of the contract. Material modifications in such contracts will also be approved in writing by A.I.D. prior to execution; and

(d) Consulting firms used by the Grantee for the Project but not financed under the Grant, the scope of their services and such of their personnel assigned to the Project as A.I.D. may specify, and construction contractors used by the Grantee for the Project but not financed under the Grant, shall be accepted to A.I.D.

SECTION C.4 Reasonable Price

No more than reasonable prices will be paid for any goods or services financed, in whole or in part, under the Grant. Such items will be procured on a fair and, to the maximum extent practicable, on a competitive basis.

SECTION C.5 Notification to Potential Suppliers

To permit all United States firms to have the opportunity to participate in furnishing goods and services to be financed under the Grant, the Grantee will furnish A.I.D. such information with regard thereto, and as such times, as A.I.D. may request in Project Implementation Letters.

SECTION C.6 Shipping

(a) Goods which are to be transported to the territory of the Grantee may not be financed under the Grant if transported either:

(1) on an ocean vessel or aircraft under the flag of a country which is not included in A.I.D. Geographic Code 935 as in effect at the time of shipment, or;

(2) on an ocean vessel which A.I.D., by written notice to the Grantee has designated as ineligible; or

(3) under an ocean or air charter which has not received prior A.I.D. approval.

(b) Costs of ocean or air transportation (of goods or persons) and related delivery services may not be financed under the Grant, if such goods or persons are carried:

(1) on an ocean vessel under the flag of a country not, at the time of shipment, identified under the paragraph of the Agreement entitled "Procurement Source: Foreign Exchange Costs", without prior written A.I.D. approval or on a non-U.S. flag air carrier if a U.S. flag carrier is available (in accordance with criteria which may be contained in Project Implementation Letters) without prior A.I.D. approval or;

(2) on an ocean vessel which A.I.D., by written notice to the Grantee, has designated as ineligible; or

(3) under an ocean vessel or air charter which has not received prior A.I.D. approval.

(c) Unless A.I.D. determines that privately owned United States-flag commercial ocean vessels are not available at fair and reasonable rates for such vessels:

(1) at least fifty percent (50%) of the gross tonnage of all goods (computed separately for dry bulk carriers, dry cargo liners and tankers) financed by A.I.D. which may be transported on ocean vessels will be transported on privately owned United States-flag commercial vessels, and;

(2) at least fifty percent (50%) of the gross freight revenue generated by all shipments financed by A.I.D. and transported to the territory of the Grantee on dry cargo liners shall be paid to or for the benefit of privately owned United States-flag commercial vessels. Compliance with the requirements of (1) and (2) of this sub-section must be achieved with respect to both any cargo transported from U.S. ports and any cargo transported from non-U.S. ports, computed separately.

SECTION C.7 Insurance

(a) Marine insurance on goods financed by A.I.D. which are to be transported to the territory of the Grantee may be financed as a Foreign Exchange Cost under this Agreement provided:

(1) such insurance is placed at the lowest available competitive rate; and;

(2) claims thereunder are payable in U.S. dollars or, as A.I.D. may agree in writing, in the currency in which such goods were financed or in any freely convertible currency. If the grantee (or government of Grantee), by statute, decree, rule, regulation, or practice discriminates with respect to A.I.D.-financed procurement against any marine insurance company authorized to do business in any State of the United States,

then all goods shipped to the territory of the Grantee financed by A.I.D. hereunder will be insured against marine risks and such insurance will be placed in the United States with a company or companies authorized to a marine insurance business in a State of the United States.

(b) Except as A.I.D. may otherwise agree in writing, the Grantee will insure, or cause to be insured, goods financed under the Grant imported for the Project against risks incident to their transit to the point of their use in the Project: such insurance will be issued on terms and conditions consistent with sound commercial practice and will insure the full value of the goods. Any indemnification received by the Grantee under such insurance will be used to replace or repair any material damage or loss of the goods insured or will be used to reimburse the Grantee for the replacement or repair of such goods. Any such replacements will be of source and origin of countries listed in A.I.D. Geographic code 935 as in effect at the time of replacement, and, except as the Parties may agree in writing, will be otherwise subject to the provision of the Agreement.

SECTION C.8 U.S. Government-Owned Excess Property

The Grantee agrees that wherever practicable, United States Government-owned excess personal property, in lieu of new items financed under the Grant, should be utilized. Funds under the grant may be used to finance the costs of obtaining such property for the Project.

SECTION D.1 Termination

Either Party may terminate this Agreement by giving the other Party 30 days written notice. Termination of the Agreement will terminate any obligations of the Parties to provide financial or other resources to the Project pursuant to this Agreement, except for payments which they are committed to make pursuant to noncancellable commitments entered into with third parties prior to the termination of this Agreement. In addition, upon such termination A.I.D. may, at A.I.D.'s expense, direct that title to goods financed under the Grant be transferred to A.I.D. if the goods are from a source outside Grantee's country, are in a deliverable state and have not been offloaded in ports of entry of Grantee's country.

SECTION D.2 Refunds

(a) In the case of any disbursement which is not supported by valid documentation in accordance with this Agreement, or which is not made or used in accordance with this Agreement, or which was for goods or services not used in accordance with this Agreement, A.I.D., notwithstanding the availability or exercise of any other remedies under this Agreement, may require the Grantee to refund the amount of such disbursement in U.S. Dollars to A.I.D. within sixty (60) days after receipt of a request therefor.

(b) If the failure of Grantee to comply with any of its obligations under this Agreement has the result that goods or services financed under the Grant are not used effectively in accordance with this Agreement, A.I.D. may require the Grantee to refund all or any part of the amount of the disbursements under this Agreement for such goods or services in U.S. Dollars to A.I.D. within sixty days after receipt of a request therefor.

(c) The right under subsection (a) or (b) to require a refund of a disbursement will continue, notwithstanding any other provision of this Agreement, for three years from the date of the last disbursement under this Agreement.

(d) (1) Any refund under subsection (a) or (b), or (2) any refund to A.I.D. from a contractor, supplier, bank or other third party with respect to goods or services financed under the Grant, which refund relates to an unreasonable price for or erroneous invoicing of goods or services, or to goods that did not conform to specifications, or to services that were inadequate, will:

(A) be made available first for the cost of goods and services required for the Project, to the extent justified; and

(B) the remainder, if any, will be applied to reduce the amount of the Grant.

(e) Any interest or other earnings on Grant funds disbursed by A.I.D. to the Grantee under this Agreement prior to the authorized used of such funds for the Project will be returned to A.I.D. in U.S. Dollars by the Grantee.

SECTION D.3 Nonwaiver or Remedies

No delay in exercising any right or remedy accruing to a Party in connection with its financing under this Agreement will be construed as a waiver of such right or remedy.

SECTION D.4 Assignment

The Grantee agrees, upon request, to execute an assignment to A.I.D. of any cause of action which may accrue to the Grantee in connection with or arising out of the contractual performance or breach of performance by a party to a direct U.S. Dollar contract with A.I.D financed in whole or in part out of funds granted by A.I.D. under this Agreement.

USAID/MEC

Basic Education Support (BES) Project

Project Paper Amendment Number 2

30 June 1994

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List of Acronyms

ABEL	Advancing Basic Education and Literacy
AC	Assessment Coordinator
AIDAR	USAID Acquisition Regulations
API	Assessment of Program Impact
ARA	Assessment Research Assistant
BERP	Basic Education Reform Program
BES	Basic Education Support (Project)
BETD	Basic Education Teacher Diploma
BISC	Basic Instructional Skill Certificate
C-RP	Circuit Resource Person (PCV)
CA	Continuous Assessment
CEO	Chief Education Officer
COP	Chief of Party
COS	Close of Service
CP	Condition Precedent
CTE	Colleges of Teacher Education
DFA	Development fund for Africa
DHS	Demographic & Health Survey
DNE	Department of National Education
ELT	English Language Teacher Development Project
EMIS	Educational Management Information System
EOP	End of Project
EOPS	End Of Project Status
FA\OF\TRANS	Transportation division
FAR	Federal Acquisition Regulations
FINNIDA	Finland International Development Agency
FSU	Florida State University
GDP	Gross Domestic Product
GIS	Geographic Information System
GRN	Government of the Republic of Namibia
GTZ	Deutsche Gesellschaft for Technische Zusammenarbeit

HBCU	Historically Black Colleges and Universities
HIGCSE	Higher International General Certificate Secondary Education
HQ	Head Quarters
IC	Institutional Contractor
IGCSE	International General Certificate for Seconary Education
INSET	In-service teacher education program
IQC	Indefinite Quantities Contract
ISDD	Information Systems and Data Development[1]
ITTP	Intergrated Teacher Training Program
LOP	Life of Project
M&E	Monitoring and Evaluation
MDU	Materials Development Unit (NIED)
MEC	Ministry of Education and Culture
MOF	Ministry of Finance
NAMAS	Namibia Association of Norway
NERA	Namibia Educational Research Association
NGO	Non Govermental Organisations
NIED	National Institute for Educational Development
NISER	Namibia Institute for Social & Economic Research
NPA	Non-Project Assistance
NPC	National Planning Commission
O-RP	Outreach Resource Person (PCV)
ODA	Overseas Development Agency
PASA	Participating Agency Support Agreement
PC	Peace Corps
PCPS	Peace Corps Program Specialist
PCV	Peace Corps Volunteer
PIO\C	Project Implementation Order\Commodities
PIO\T	Project Implementation Order\Technical
PIR	Project Implementation Review
PITL	Project Implementation Team Leader

[1] ISDD became the Education Management Information System (EMIS) Division from 1 June 1994 (or soon thereafter).

PLI	People Level Impact
PP	Project Paper
PPA	Project Paper Ammendment
PVO	Private Volunteer Organisation
RA	Reasearch Assistance
RCO	Regional Contracting Officer
REDSO/ESA	Regional Economic Development Services Office for East and Southern Africa
RFP	Request For Proposal
RHD	Right Hand Drive
SBTE	School Based Teacher Education
SIDA	Swedish International Development Agency
SWG	Subject Working Group
TA	Technical Assistance
TERP	Teacher Education Reform Program
TOR	Terms of Reference
TRC	Teacher Resource Centre
TTC	Teacher Training Centre
UN	United Nations
UNAM	University of Namibia
UNDP	United Nations Development Programme
UNESCO	United Nations Educational and Scientific Organisation
UNFPA	United Nations Population Assisstance Fund
UNICEF	United Nations International Children Emergency Fund
UNIN	United Nations Institute for Namibia
UPS	United Parcel Services
USA	United States of America
USAID	United States Agency for International Development
USG	United States Government

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1. EXECUTIVE SUMMARY

1.1 Background

The Government of the Republic of Namibia (GRN) is implementing a major reform of its basic education system. During the initial years of this effort, attention was focused primarily in reforming curriculum of the junior secondary phase (grades 8-10). During the next four years, reform efforts will focus on the primary phase (grades 1-7). The BES Project will support that reform effort by providing direct support to the lower primary grades (1-4).

The Ministry of Education and Culture (MEC) (which is now undertaking rationalization of its organizational structure and staffing) requires assistance in strengthening its internal capacity in three areas related to implementing the new learner-centred, post apartheid curriculum for lower primary schools; all of these activities will be closely linked to the activities of the National Institute for Educational Development (NIED), but will also involve the Directorate of Examinations and other sections of the Ministry, under the rationalized structure.

First, while the MEC has some capacity and resources[2] to develop the new lower primary[3] broad curriculum, it will require additional assistance in design, evaluation and further development of the syllabi, and developing teaching and learning materials, such as teacher guides and supplementary materials. Second, NIED will require assistance in teaching and learning materials processing. Finally, the MEC requires assistance in developing continuous assessment and testing techniques and instruments and in establishing national norms for learner outcomes in lower primary.

In order to ensure the effective implementation of the new curriculum, the Ministry requires assistance in the education of teachers (serving at the most disadvantaged schools) in the utilization of the new curriculum, involving the learner-centred methodologies and the continuous assessment (CA) the curriculum requires. Due to a combination of factors related to inequities inherited at independence four years ago and resource limitations, there is a significant number of lower primary learners who may not benefit fully from the planned basic education reform without special support targeted to their schools, their teachers and the learners themselves. These learners attend schools which suffer from poor facilities, overcrowding and large class size, a high proportion of under-qualified teachers, shortages of instructional materials, high failure and repetition rates and limited access to support services from education officers and Teacher Resource Centres (TRCs). Moreover, as part of the planned lower primary reform, English will be introduced as the national medium of instruction during the last year of lower primary; many learners attend schools where teachers' English language skills are deficient.

The Project is being amended at this time to move from a Non-Project Assistance (NPA) program which targeted general systemic policy reform to more highly-focused project

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[2] Curriculum design and development is being undertaken through a combination of in-house resources, technical assistance from other donors, and technical assistance which the MEC has procured through a contract with Florida State University.

[3] lower primary includes Grades 1 through 4.

support directed at alleviating specific constraints within the MEC in general, and at target schools in particular. As such, the amended Project will have more immediate and direct impact on improving the quality of life of historically disadvantaged Namibians.

1.2 Summary Project Description

Following extensive consultations between USAID/Namibia and the Ministry, four mutually supportive pillars for assistance in improving lower primary instruction were identified:

a. At the National Level:

- curriculum design and development, including development and formative evaluation of syllabi and the development of learning and teaching materials.

- teaching and learning materials processing, including assistance and training in the preparation of camera-ready masters and the upgrading of production capacity.

- continuous assessment and testing, including development, production and testing of instruments and materials; education of education officers in the effective use of methodology and continuous assessment materials and the development of instruments to assess learner competencies at the end of grade four.

b. At a sub-set of "target schools":

- direct support to teachers (additional to normal MEC activities) in implementation of the new lower primary curriculum, which will include one-on-one teacher education, as well as working with regional education officers and school principals.

Project activities therefore constitute an essential, but not sufficient, input into the lower primary curriculum reform. An important assumption of the Project is that the MEC will proceed with development and implementation of the lower primary level interventions of the Basic Education Reform on a timely basis[4], including the production and/or procurement of textbooks, teacher guides and other teaching and learning materials, using GRN or other donor resources.

Inter-relation of the two interventions The two major Project interventions -- MEC capacity building (in syllabi and teaching and learning materials design and development, teaching and learning materials processing and assessment and testing) and target school support -- are designed to inform and reinforce each other in a two-way flow of information and support. Information gathered by Project staff in the target school activities will, through the Project, be fed back to materials and curriculum developers in the MEC so that materials can increasingly reflect the local realities of Namibia's lower primary classrooms. Similarly, new materials and syllabi developed by the MEC with the assistance of Project staff will be

[4] Responsibility for implementation of the Basic Education Reform rests with different departments within the Ministry. NIED has responsibility for development, trialling and production of curriculum, syllabi and instructional materials as well as implementation-related teacher training. Responsibility for implementation of the educational program rests with the Directorate of Education Programs and the Regional Offices. Responsibility and resources for procurement of new textbooks and instructional materials and for the costs of teacher participation in teacher training rests with each of the seven regional directorates.

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fed back down to the local schools so curriculum implementation activities "on the ground" are based on more effective, locally relevant materials and processes.

The success of the targeted school intervention depends upon the timely completion of the new lower primary curriculum and the production and distribution of textbooks, teachers' guides, other teaching and learning materials and improved continuous assessment tools as well as the "implementation" of the curriculum, which includes purchase of textbooks and instructional materials and teacher education by subject and grade by the MEC. The BES Project intervention will support the MEC to increase its capacity to design and develop syllabi and teaching and learning materials in selected subjects and grades and help develop continuous assessment and testing instruments.

1.3 Summary Project Budget and Financial Plan

The estimated total LOP budget is $24,450,000. The GRN will provide 25 percent of total funding as in-kind contributions, during the LOP, with the balance, $18,337,000, provided by USAID. Prior to this amendment, $1,000,000 have been obligated to the Project. Approval of this Project Paper (PP) amendment authorizes an additional $17,337,000 of USAID LOP funding.

Details of the financial plan are provided in Section 3.7 of this PP Amendment. A summary of major budget categories is presented in Table 1 below. Unless explicitly stated otherwise, all financial figures in this PP are expressed in U.S. dollars. In addition, unless otherwise stated, all references are to calendar years.

Table 1: Budget Summary and Financial Plan

1. NPA-related sunk obligations	1,000,000
2. Start-up Activities	373,500
3. USAID Project Management	1,189,000
4. Institutional Contract	8,860,960
5. Peace Corps Component	4,242,000
6. Vehicles	1,168,000
7. External Evaluation and Audit	400,000
Total - without Inflation and Contingency	17,233,460
Inflation and Contingency (6.8%)	1,103,540
USAID Total with Inflation & Contingency	**18,337,000**
GRN In-kind Contribution (25%)	6,113,000
Project Total (USAID and GRN)	**24,450,000**

2. BACKGROUND AND RATIONALE

2.1 Education Sector Overview

When Namibia became independent from South Africa in 1990, it had many technological and economic advantages not available to most new African states at independence. At the same time, Namibia was a country of gross inequities between rich and poor, black and white. The majority population had little access to the advantages and opportunities available to the few.

The effects of social isolation, political disenfranchisement, and poverty are still evident from a variety of perspectives. Life expectancy is about 57 years. Only about 30 percent of the working age population have formal sector jobs, with about 70,000 more Namibians working in South Africa. The population growth rate is 3.0 percent and illiteracy has been estimated at about 60 percent. In 1992, the Demographic and Health Survey (DHS) estimated that 70 percent of the population over 5 had less primary education than was appropriate for their age, with 20 percent having no schooling at all.

The education system inherited by independent Namibia was one that was designed to support the Apartheid system. Before independence, education administration and financing were separated along ethnic and racial lines. Substantially less money per learner was spent on the education of the majority of Namibian than on the education of whites. Yet the curriculum, imported from the Republic of South Africa, was centrally controlled and standardized for all learners. Moreover, it was examination driven and based on the general premise that only the best few learners should succeed. Standards for passing were kept exceptionally high. Texts and materials were targeted well above the average learner towards the few. It was no wonder that learners who had fewer texts per capita, lower paid and less educated teachers, less well-supported school administrators and less access to adequate infrastructure were most likely to fail[5].

This section summarizes the sector, focusing on the inter-connected constraints confronting basic education. As suggested above, some constraints are products of historical and geographical circumstances, factors which BES obviously cannot change. BES can, however, address some of the most crucial constraints that flow from them.

2.1.1 History

The educational system was segregated until independence: whites, "coloureds" and blacks all had separate school facilities. Administration of the education system was even more highly segregated along ethnic lines. Four years ago, eleven different, autonomous authorities were administering schools. When the previous regime established these separate authorities and made the nominal transfer of control to "representative administrations" (the second tier government structure), the latter were charged with the "responsibility" for providing primary and secondary education and primary teacher training. One consequence of this system was a negative competitiveness between the advantaged authority which

[5] The United Nations Institute for Namibia (UNIN) estimated that in the late 1980s, 82 percent of learners who enroled dropped out, failed, left and/or became repeaters during primary school. Not surprisingly, the level of education attained by the vast majority of Namibians was low.

historically controlled the system and the fragmented, weak administrations of the disadvantaged groups. The introduction and use of teaching material was controlled centrally; the examination system was centrally designed and administered; and although school construction was the responsibility of the ethnic authorities, finance was centrally provided on an unequal basis.

With the abolition of the representative administrations following independence, the new MEC was organized, and school administration organized into six geographic regions (one of which, Ovamboland has since been subdivided into two regions). The new Constitution required that all officials and teachers from the previous administrations remain employed, with tenure, at the same salary, in the new structures. This will continue to be effective until the rationalization scheme for the MEC and its regional offices is implemented. This is now due to take place within the next year. That process will permit retrenchment with full pension and benefit rights for those officials not offered posts, or not willing to accept the posts offered, in the new rationalized structures. The relationship between the new head office and the regional offices is still evolving.

2.1.2 Society, Culture and Politics

The social and cultural diversity in Namibia and the lingering cleavages along ethnic and political lines threaten large costs in a democratic country such as Namibia, if change is forced too quickly. In these circumstances, and especially given the GRN's commitment to the policy of reconciliation, it is understandable that the GRN has moved somewhat cautiously in terms of resource reallocation under the reform.

A second socio-cultural constraint is language. At least 31 distinct languages, belonging mostly to 9 major language groups, can be identified. Under the former regime, Afrikaans was the language of education beyond lower primary. In 1990 the GRN adopted the policy that English will be the only official language; in 1992 MEC adopted the policy that English would be the medium of instruction from Grade 4. In Grades 1-3, mother tongue may be used at the discretion of local communities. Language is a constraint because the vast majority of adult Namibians, including the majority of current teachers, do not speak English well or even at all. Hence, in order to implement the reform, there must be widespread improvement of teachers' English skills, as well as the production of teaching and learning materials in English and, for lower primary grades, in several vernaculars.

2.1.3 Curriculum

The education system under the pre-independence administration played a major role in ensuring political dependence. The curriculum taught the majority that their lot in life was determined by gender and race. The examination system, based on the premise that the very few should succeed, labelled the majority of Namibian learners as "failures" early in life. This resulted in human and social wastage on a large scale. The majority had extremely limited opportunities to realize their full potential.

2.1.4 Access

Prior to independence formal education was neither compulsory nor freely accessible for the majority of the population. Only about one percent of historically disadvantaged Namibians

ever completed secondary school. Studies undertaken by the U.N. Institute for Namibia (UNIN) which followed learners who commenced their education in 1973 (today's 27 year-olds) indicated that less than one-third reached Grade 5. The proportion which graduated from primary school was estimated to be one percent. In 1992 Grade 12 school leavers were still only 6 percent of the total number of Grade 1 entrants.

2.1.5 Resource Disparities

Resource disparities encompass a wide range of constraints, including facilities, materials, teacher numbers and teacher qualifications. The pre-independence financing of schools was implicitly controlled by the central government. While granting nominal control to the various authorities to manage their resources and schools, the South African Administration in reality ensured the impoverishment of schools for the majority population by calculating and providing educational grants in such a way as to ensure that they were highly inequitable in terms of needs. For example, annual expenditure per learner in the white administration was estimated at R 5,105, in sharp contrast with expenditure per learner under the Ovambo Administration of R 616 (USAID 1990 Basic Education Sector Review).

The physical facilities inherited by the education system are inadequate and inappropriate for the reformed system in a number of ways. Two types of local primary schools currently exist in rural areas: the brick classrooms built to government specifications costing R80,000 for a two-classroom unit, and the mud-and-thatch locally-constructed classrooms costing R700-1,000 for a two classroom unit. In urban areas, many schools in formerly black neighbourhoods are prefabs, which are deteriorating. In the north, there are over 2,650 mud-and-thatch or corrugated-iron-shed classrooms; and in Windhoek, Keetmanshoop, and Ondangwa regions there are 1,390 prefabricated classrooms, many of which are dilapidated and urgently need to be replaced. Overall, it is estimated that 120,000 learners have inadequate classrooms. In addition, many existing hostels, ablution blocks, and cooking and eating facilities at schools are old and in need of repair and rehabilitation.

The rural population in many areas is highly dispersed. Even lower primary schools are beyond daily walking distance of many learners. In addition, the Cape curriculum, under apartheid required 10+ different teachers to teach 10-14 separate units even at the primary level. Bringing together 400+ learners in areas where population density was low naturally resulted in vast distances between schools in most regions of the country. Accordingly, many schools have, or need, hostels. The percent of learners who are boarding ranges from 2.2 percent for Caprivians to 98.3 percent for Tswana. Demographics, therefore, have contributed to a very expensive (and again unequal) system.

Teacher housing with electricity, water and many other amenities generally found in urban areas are lacking at many rural school sites and present additional constraints to teacher reallocation. The unwillingness of teachers to work in these under serviced areas has led to a lack of qualified teachers in the less developed north and in rural areas. GRN is addressing these problems by the proclamation of towns in formerly communal areas, by its general land policy, and by the introduction of Privation Allowances for fully-qualified teachers who take posts outside the main centres.

Beginning in 1992 in the MEC, a Geographic Information System (GIS) is helping to fill the information gap with respect to information on distribution of school-age population and location of facilities. In some areas new classrooms are either under construction or being

upgraded. Some communities are contributing to education by building classrooms and teacher housing. The MEC has initiated a Rural Classroom Improvement Scheme and several donors are contributing to the creation and/or improvement of physical infrastructure (see section 2.4).

2.1.6 Teacher Qualifications and Learner Teacher Ratios

An additional well recognized problem is the lack of trained teachers. In 1992, 63.4 percent of all primary teachers in Namibia were professionally qualified but the range was from 44 percent ink lower primary in Rundu to 85.8 percent in upper primary in Windhoek and only 49 percent of all primary teachers had Grade 12 or higher academic qualifications (EMIS 1993). Primary learner-to-teacher ratios average from 53.7 for Grade 1 in Ondangwa to 24.0 for Grade 4 in Keetmanshoop (EMIS 1993)

2.1.7 Inefficiencies and Learner Outcomes

Data in independent Namibia are deliberately not collected in a way that permits disaggregation by ethnic group. However, available data by region indicate the continuation of inequity even at that level of disaggregation. It should be emphasized that in all cases these disparities are among regional averages; in general, disparities within regions is much greater than among regions. The result of these constraints and disparities is a system that continues to be plagued by substantial internal inefficiencies and unequal learner outcomes.

At the end of 1992, 29.7 percent of all learners in primary school, and 38.7 percent of those in Grade 1, failed, and therefore either left school or repeated. In junior secondary school, 35.7 percent of learners failed in 1992. The Education Minister estimated, in his 1993 budget vote speech to the National Assembly that in 1992, 23.1 percent of girls in school, and 24.2 percent of boys in school, were repeating the grade they were in. A further 3.7 percent of learners who were in school at the start of the 1992 calendar year (corresponds to academic year) were no longer in school at the end of the year. Failure rates in the Department of National Education (DNE) schools (i.e. schools for non-whites in white areas) in 1988 were 21.2 percent at the equivalent of grade 1, 19.6 percent in lower primary overall, 37 percent at upper primary, and 34.7 percent at junior secondary.

Measured in terms of cycle years (years of education delivered for each graduate) the internal efficiency of basic education in Namibia is very low. At independence, cycle years ranged from 3.84 to 6.44 at lower primary (grades 1-3); from 4.08 to 6.94 at upper primary (grades 4-7); and from 3.20 to 7.27 at junior secondary (grades 8-10). In 1992 there was very little variation in the average time primary school graduates spent in school ranging from 8 years spent by girls in Windhoek and Keetmanshoop to 9 years spent by boys in Ondangwa (EMIS 1993, volume 1 number 2).

In the initial years of the implementation of the reform, educational statistics are unlikely to improve significantly because of the constraints imposed by the available teacher corps and their language skills, as they implement a new curriculum in a new medium of instruction. However, it is the reform that holds out the hope of long-term increases in both the internal and external efficiency of the Namibian basic education system. The following two tables provide a graphic illustration of the state of the primary education sector in Namibia.

Table 2: Summary statistics by region and gender for primary education in 1992

Region	# schools offering primary	# learners in primary	% 6 year olds not admitted to G1	Net enrolment ratio of 6-12 year olds	class size (average G1-7)	# teachers	% not professionally qualified	G4/G7 completion rates based on a cohort of 1000
Katima Mulilo	72	17215	m 20.9 f 20.4	m 96.8 f 98.8	32.2	m 329 f 262	m 24.0 f 20.2	4-928 7-794
Keetman shoop	70	18942	m 56.2 f 57.5	m 83.2 f 84.5	24.7	m 324 f 538	m 32.4 f 40.1	4-945 7-623
Khorixas	71	19938	m 56.5 f 54.4	m 68.2 f 72.5	26.9	m 363 f 529	m 46.6 f 39.9	4-753 7-486
Ondangwa	604	196349	m 17.8 f 10.9	m 83.9 f 89.2	44.3	m 1303 f 3449	m 47.4 f 40.3	4-444 7-250
Rundu	251	37085	m 34.7 f 29.8	m 76.8 f 79.6	34.2	m 799 f 405	m 51.3 f 57.0	4-412 7-295
Windhoek	139	60832	m 59.8 f 57.6	m 76.4 f 79.4	28.4	m 837 f 1960	m 24.6 f 19.2	4-964 7-799
NAMIBIA	1107	349261	m 34.0 f 29.5	m 81.0 f 85.1	36.2	m 3955 f 7143	m 40.1 f 34.7	4-596 7-394

Source: MEC EMIS V1 No.2, 1993

Table 3: Pass, repetition and drop out rates (%) for boys and girls in grades 1, 4 and 7 at the end of 1991

Region	gender	grade 1			grade 4			grade 7		
		pass rate	repeat	drop-out	pass rate	repeat	drop-out	pass rate	repeat	drop-out
Katima Mulilo	male	75.5	21.8	2.3	78.5	18.9	0.3	82.4	15.6	***
	female	78.0	20.5	5.3	81.8	16.3	1.5	79.2	16.4	5.7
Keetmanshoop	male	78.5	21.6	0.7	85.6	15.4	1.0	83.3	11.4	24.7
	female	81.4	19.3	***	87.6	12.2	2.9	80.0	13.5	21.6
Khorixas	male	74.5	23.7	5.0	80.0	20.4	4.4	80.0	17.0	12.3
	female	79.2	18.3	5.4	81.1	17.0	6.5	78.4	13.7	16.1
Ondangwa	male	49.8	44.5	14.7	59.8	34.8	7.8	71.2	24.5	5.7
	female	53.8	40.5	13.6	65.9	28.9	7.6	71.8	23.8	9.3
Rundu	male	53.2	36.2	19.0	73.5	25.8	6.1	84.0	17.3	***
	female	53.2	35.0	20.9	71.3	26.9	7.8	77.8	26.0	2.8
Windhoek	male	79.1	19.7	***	81.6	16.9	***	83.5	12.9	4.2
	female	83.6	14.6	***	84.2	15.4	***	82.3	13.9	6.0
NAMIBIA	male	56.8	38.5	12.1	69.4	27.6	5.2	77.5	19.0	6.2
	female	60.1	34.8	11.7	72.9	24.0	5.1	75.7	20.0	9.4

Source: MEC EMIS V1 No.2, 1993

2.2 Summary of Major Constraints

The education system inherited by independent Namibia was one designed to support the Apartheid system, rather than providing the necessary human resource base to promote equitable social and economic development. It socialized learners into accepting racially-based roles in adult life. It defined appropriate aspirations that were different for blacks, coloureds and whites and it taught children to fail. Given this history and the fact that education (especially primary education) has been shown to have direct and positive effects on earnings; to decrease human fertility and to have inter-generational effects on child health, nutrition and education (World Bank Development Reports, 1990,1991); educational reform was given a high priority among the goals expressed at independence and expectations are high for rapid and extensive change in the system. The current USAID project has therefore been designed to support educational reform and thereby improve the quality of life for the majority of Namibians by promoting equal access to quality educational services.

While the most ingrained problems of education remain much the same as in 1990, dramatic changes have taken place, and are continuing. At independence, education was made a constitutional right, primary education made free and compulsory, and no schools - government or private - may impose restrictions based on race, colour, or creed. In order to facilitate this right, MEC has begun a major effort to reform the educational system in consultation with key stakeholders initially brought together at the "Etosha Conference" in April 1991. In 1991 the eleven separate education authorities of the former regime were also integrated into one single, unified system under MEC. Subsequently MEC developed a Cabinet-approved plan for rationalization of the entire administrative structure of the Ministry and Regional Offices. The professional structure of the teaching force as well as both pre- and in-service teacher training systems are also being expanded and improved. In addition, both teacher and learner curricula are being reformed to reflect culturally and gender sensitive, learner-centred pedagogy, to improve the quality of education and to make it relevant to learners lives[6], schools have been integrated, classrooms are being constructed, Regional Offices are gradually building their capacities along with the MEC head office, and more learners are attending school.

While progress is evident, new problems are being encountered. The operational unification of the system has been much more difficult to achieve than anticipated. Technical capacity is generally high but there continue to be key staff shortages. Furthermore, success brings its own problems. In 1993, there were 470,589 learners in 1,348 schools, compared to 372,572 in about 1,200 schools in 1989, i.e. an increase in enrolment of 26 percent in four years. Gross enrolments exceed 100 percent of the appropriate age group in many regions where overage populations are attending school for the first time, or returning to school after long absences, and repetition is high. The change to English as a medium of instruction from Grade 4 poses challenges to the largely non-English-speaking teaching force. Some of the grosser inequities have been eliminated; for example, no school can bar entry to a learner on the basis of race, gender or creed. But there remain, for economic, geographic,

[6] In September 1992, the sixth and final draft of the Curriculum Guide for Formal Basic Education in Namibia was completed. This document sets forth the learning objectives by subject area and grade for the first ten years of basic education. It also establishes the MEC's policies on entry requirements by grade, instructional methodologies, formal and informal assessment including examination and promotion from grade to grade.

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and socio-political reasons, very marked disparities both between and within regions; of particular relevance to learner outcomes are teacher qualifications, textbook provision, teaching experience of principals and class size. The system remains highly inefficient internally, and is likely to remain so until the reformed system is fully implemented; and the fiscal situation facing the GRN and the MEC is not as promising as had been anticipated in 1991.

In preparation for providing assistance to the MEC, USAID undertook a Basic Education Sector Review in late 1990. A partial update of that review has been undertaken as part of the project amendment process. The identified major constraints analysis focuses on nine inter-connected constraints confronting basic education in Namibia. As suggested above, some constraints are products of historical and geographical circumstances which the USAID project can obviously not change; others, relate to curriculum development, continuous assessment, teaching and learning materials development and teacher education, and will be directly addressed through this project.

2.3 Project Rationale

Central issues in education reform include how to promote equity in the availability and provision of services while enhancing quality and participation, and how to promote harmony among diverse ethnic and racial groups. In this effort, three concepts are fundamental: 1) education for all, 2) lifelong learning, and 3) partnership. In MEC's statement of vision Toward Education for All: A development brief for education, culture and training which was adopted by the National Assembly in March 1993, four major goals were identified: 1) access, 2) equity, 3) quality, and 4) democracy (MEC annual report, December 1993). To achieve these goals increasing both the efficiency of the system and the effectiveness of monitoring systems were included as key objectives.

In January 1994, USAID and senior MEC officials from the BES Project Steering Committee met at Harmony Centre to identify priorities related to these goals for USAID to consider in the design of an amended education sector project. The Project is being amended to move from a Non-Project Assistance (NPA) program which targeted general systemic policy reform to more highly-focused project support directed at alleviating specific constraints within the MEC in general, and at target schools in particular. As such, the amended project is expected to have a more immediate and direct impact on improving the quality of life of historically disadvantaged Namibians.

Participants at Harmony Centre recommended that the project should focus on the design and delivery of a coordinated set of inputs which would improve learner outcomes in lower primary. Lower primary was selected because it had been neglected and undervalued, and because it is both where the problems are, and where the successes start.

In 1993 lower primary, especially Grade 1, had the highest repetition and drop out rates of all phases (see Table 3 above, EMIS 1993). Grade 1 repetition ranged from 15% of the girls in Windhoek to 54.5% of the boys in Ondangwa while Grade 1 drop out ranged from none in Windhoek to 21% of the girls in Rundu. In addition, it was noted that lower primary is

served by the least adequate physical facilities[7], the largest class sizes and the least qualified teachers[8]. Finally, because for many learners lower primary (particularly Grade 4) is the time of transition from mother tongue to English as the medium of instruction, additional resources and effort will be required until English becomes a true national lingua franca.

The key target areas for possible intervention related to improving lower primary learner outcomes identified at the Harmony Centre meeting were as follows:

1. curriculum design and development (including establishing basic competencies)
2. teaching and learning materials development, trialling and production
3. teacher education (especially in learner-centred pedagogy)
4. continuous assessment and testing
5. school management (community and local)
6. community involvement
7. regional planning
8. resource allocation
9. policy analysis related to all of the above areas.

Improvement of physical facilities was not included in the list of key target areas, given the complex regulations surrounding USAID involvement in construction activities and because MEC, other donors, community based organizations and NGOs already have extensive programs in this area.

In order to confirm the preliminary Harmony Centre recommendations regarding project focus and to clarify teacher education needs, USAID/MEC developed a basic education issues questionnaire. The questionnaire was distributed to teachers, school principals, and education officers in each of six educational regions of Namibia[9].

The survey suggests that the biggest impediment to the delivery of quality education in Namibia, especially in lower primary, is the lack of appropriately qualified teachers. More and better teacher training is needed, both to provide Namibia's schools with more and better teachers, and to upgrade those teachers already in the classroom, particularly in the areas of methodology and English. In addition, availability of appropriate materials and teaching aids, especially teachers' guides, and improving subject advisor and principal support for teachers were considered key to improving teaching skills. Also important for improving the delivery of quality lower primary education were localizing decision making to strengthen

[7] To improve access, many communities, especially in the North, have constructed classrooms out of local materials for lower primary grades. Communities assume either that their children will be able to walk further for upper primary education when they are older or that the government will assist them to provide upper primary in due course.

[8] It was reported at Harmony Centre that both community members and educational officers in charge of placement believe lower primary is the least exacting phase in the educational system and therefore should be served by the least qualified teachers until such time as all teachers have appropriate qualifications. This perception was confirmed by individuals who responded to the MEC/USAID basic education Survey administered in March 1994, and suggests a lack of understanding on the part of teachers, administrators, and society in general about the critical importance of early primary education, and the difficulty of teaching well at that level.

[9] The strength of this survey is that it provides a useful picture of respondents' perceptions of problems as they currently exist in the delivery of primary education in Namibia. However, the survey does not provide information on respondents' views concerning the reasons for these problems, or possible solutions.

and improve schools, especially in terms of regionalization of school administrative and financial decision making, and the development of community support activities.

Two areas often viewed as problematic by policy makers in Namibia did not appear as problematic to survey respondents: the need for curriculum reform and the lack of continuous assessment. Curriculum reform was cited as a need, but not overwhelmingly. Only 56% of all respondents (but 81% of the respondents in Ondangwa) indicated that it would be important to change the lower primary curriculum in order to improve the quality of lower primary education. Responses concerning shortcomings of the present lower primary curriculum include, in order of importance: school readiness is not given sufficient attention (65%); the curriculum requires highly trained teachers (49%); it does not promote learner-centred teaching methods (39%); and, it is not stimulating (exciting) to learners (34%). Taken together, these responses indicate a pattern of concern about the effectiveness of the curriculum in meeting learners' needs, but no consensus about what the problem actually is.

Similarly, teachers are regularly attempting to use continuous assessment in classrooms, though the survey indicated that many teachers (77%) did not know how to evaluate their learners. In addition, it is unclear what the respondents believe are the key reasons for the existing high levels of failure and repetition. In fact, repetition was seen a positive factor (by 51% of all respondents, but only 33% of the respondents in Ondangwa) insofar as it provided the repeater a way to learn more. However, the responses concerning community participation suggest that communities are more concerned about how the system is failing (failure and repetition rates) than they are about the role they play in the system's not working (e.g., learner absenteeism)[10].

Taking the results from the survey and information regarding MEC and other donor involvement[11] in the key areas identified at Harmony Centre, USAID, with the MEC Steering Committee, narrowed down the scope of the project intervention to focus on curriculum reform (through capacity building at the national level in the areas of curriculum design, teaching and learning materials design and development and continuous assessment), as well as capacity building in historically disadvantaged schools to provide teachers with additional training necessary for the implementation of the new curriculum in target areas[12]. The project is not directly addressing school management, community involvement, regional planning, resource allocation or policy analysis.

The rationale for excluding certain identified constraints is that MEC is already working on improving school management, additional support officers will be provided for through rationalization, and teacher education modules have been developed on different classroom management techniques. In addition, MEC and UNICEF have developed principal training manuals and workshop modules. Additional support is provided to MEC for school

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[10] Do communities in fact "blame" the system? In what ways do communities contribute to the success or failure of the educational system, and how do they view their role? It is important to remember that the responses in this questionnaire are those of *administrators* and how *they* feel *communities* perceive these problems. Would community members respond similarly? Some kind of accounting of their perceptions is warranted and will hopefully result from the planned MEC study on learner failure in Northern Namibia (est completion date October 1994).

[11] See section 2.6 for further text.

[12] Additional resources, to those normally provided by MEC to all lower primary teachers and learners, both in terms of teacher education and teaching and learning materials will be provided to target schools through the project.

management by the commonwealth secretariat, Denmark, Norway/NAMAS, ODA, Rossing, SIDA, and UNESCO. MEC has initiated GRN Culture of Care Campaign which addresses community involvement. With respect to resource allocation, planning, budgeting and policy analysis, MEC is developing its own capacity and is being assisted by several donors (see Table 4 below). In addition, given previous misunderstandings concerning the suspended USAID/BERP policy reform effort, it was considered less appropriate for USAID to continue to provide support in this area.

There were several reasons for the final selection of project focus. First, since curriculum reform is the cornerstone of the new educational approach and is essential for independent post Apartheid Namibia, USAID should support MEC efforts in this area. Second, USAID was asked to support the continuing efforts in curriculum reform to complete what was started under the suspended USAID BERP/NPA. The success of the curriculum development effort of the MEC depends to a large extent on the skills in the Subject Working Groups (SWGs). While the MEC is able to support the work of these SWGs, additional expertise will be required in the form of short and long-term technical assistance to allow the SWGs to develop quality syllabi on schedule. Assistance is also requested for NIED in the production of teaching and learning materials, particularly in the development of new syllabi and materials to the point of camera-ready copy.

Third, the development of the new primary curriculum, with its emphasis on learner-centredness in Namibian classrooms, has led to the decision by the MEC to introduce a system of Continuous Assessment (CA) at the primary level. There is therefore a need to replace the former system of end-of-term and end-of-year (usually written) tests and examinations with more informal, formative methods of assessment. These methods will help teachers to promote learner achievement rather than failure as an element of the reform. To assist with this ongoing effort, the MEC has expressed a need for assistance with the collection and analysis of data, the design of pilot assessment materials, the coordination of a national CA program across subjects for lower primary, teacher education in target schools in the use of the materials, and the introduction of the program through regional workshops introducing a teachers manual on CA to education officers nation-wide.

Fourth, the Ministry has asked for assistance in the education of teachers (serving at the most disadvantaged schools) in the utilization of the new curriculum involving the learner-centred methodologies which the curriculum requires. Due to a combination of factors related to inequities inherited at independence four years ago and resource limitations, there is a significant number of lower primary learners who may not benefit fully from the planned basic education reform without special support targeted to their schools, their teachers and the learners themselves. These learners attend schools which suffer from poor facilities, overcrowding and large class size, a high proportion of under-qualified teachers, shortages of teaching and learning materials, high failure and repetition rates, and limited access to support services such as Circuit Inspectors, Advisory Teachers, and Teacher Resource Centres (TRCs).

Experience has shown that to effectively introduce the new curriculum into Namibian schools, the delivery of subject curricula and materials to the schools, or even short workshops with teachers on the curriculum, does not assure teachers will understand how to put these new curricula into practice. If inexperienced and under-qualified ("disadvantaged") teachers are expected to adopt the new syllabi, including both new content and the new pedagogical approach of learner- centred education, the workshop and cascade models of

teacher education, currently being implemented, need to be built upon and expanded. Ongoing education, feedback and evaluation must occur over a period of time in order to ensure that new practices have been mastered, especially by disadvantaged teachers. USAID believes that by providing additional capacity building activities for these teachers through additional on-site teacher education and assistance with lesson planning, materials development, and assessment procedures, this task will be accomplished.

Finally, the techniques developed for teacher education and CA and the materials and curriculum developed through the project will all be monitored to provide feedback to the MEC and will be evaluated for their efficiency and effectiveness in order to determine if the models should be taken to scale.

By focusing the target school intervention on the most marginalized schools and adding resources where they are most needed, the Project will enhance equity in the provision of lower primary educational services[13]. The target school focus will also enhance the pedagogical skills of teachers in historically disadvantaged schools, which is expected to result in improvements in the quality of the learning and in learner achievement[14].

Project inputs to accelerate the design and development of the new curriculum, teaching and learning materials and a comprehensive continuous assessment system will also have impact on both the quality, the relevance and the cultural sensitivity of education throughout Namibia. It is hoped that these improvements will increase learner and teacher motivation as well as parental desire to both enrol and keep their children in school which will result in increased access. Because support for the development of mother tongue instruction (Grades 1-3) is also essential for improving the quality of education, the project will work to develop materials in Namibian African languages and to translate texts in key subject areas which in turn will promote the richness of Namibia's cultural diversity.

Other MEC objectives, namely democracy, will be enhanced through the promotion of learner-centred education, CA and increased dialogue and feedback between education officers at all levels of the system. Efficiency in lower Primary education will also be improved by the anticipated reduction in cycle time resulting from the project and possible through some of the activities piloted through the target school intervention.

Conformance to Mission Strategy

The proposed project directly supports USAID's country strategy, the goal of which is to promote the empowerment of disadvantaged Namibians through education and training, by assisting the GRN in implementing its basic education reform through building needed capacity in the MEC, and by targeting project resources at a sub-set of lower primary schools serving historically disadvantaged Namibians. In addition, the project is directly responsive to Agency priorities as articulated in Strategies for Sustainable Development (January 1994)

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[13] Equity will also be enhanced through CA and choices made by the project concerning curriculum and instructional and learning materials development particularly with respect to languages.

[14] Experience elsewhere in Africa supports the assumption that another quality enhancing activity will be increasing support services to teachers.

by contributing to economic growth and sustainable development through investment in human capital.

2.4 Other Donor Activities[15]

Prior to independence, the formal public education system did not receive any foreign funding apart from direct budgetary support from the Republic of South Africa. However, funds for the promotion of education for disadvantaged groups were channelled to Non-Governmental Organizations (NGOs) working in Namibia from various external sources. In addition, education of Namibians in exile was supported by the United Nations and a number of foreign governments and agencies. Since independence, the level of support has risen and expanded in scope and the new nation has been faced with the problem of learning how to cooperate with a number of multi-lateral and bi-lateral agencies, each with it own rules and regulations.

The National Planning Commission (NPC) has been given responsibility for coordinating support from bi-lateral and multi-lateral donor agencies. The MEC's Division of External Resources provides the link to the NPC and the Ministry of Finance (MOF). It is involved in project planning and assessment, in drafting and evaluating agreements, in negotiations with aid agencies and is instrumental in drafting and preparing ministerial press conferences and press releases. Although efforts to develop a forum for dialogue and to create a more transparent system of donor coordination and collaboration have been discussed, these have yet to be established.

Of direct importance to the educational reform process have been the technical advisors from a number of different countries and agencies working within the MEC's head office. Their technical assistance has allowed the reform to move at a faster pace than would have been possible otherwise. As teacher education in the new curriculum is an essential ingredient for the reform, the different agencies providing support to MEC for both pre- and in-service teacher training are significant. The European Union supports the upgrading of science and mathematics teachers through the project INSTANT; the IBIS project with Denmark provides in-service teacher education in the life sciences; and a curriculum development and in-service teacher education project has been funded by UNDP and implemented by UNESCO[16]. In addition, there is a possibility that the Deutsche Gesellschaft for Technische Zusammenarbeit (GTZ) will begin activities in mathematics, and other selected subjects focusing on in-service teacher education in Rundu region. Support to MEC for pre-service training has come from University of Umea (Sweden), with additional support from Florida State University (USA) and University of Alberta (Canada). Support for the shift to English as the language of instruction is being supplied by Britain, through ODA, and Norway through NAMAS (Namibia Association of Norway). Support to MEC for curriculum and teaching and learning materials development is being provided by CASS for social sciences, IBIS for life sciences, ODA for materials for TRCs. Support to MEC for examinations and assessment is coming from CASS for social sciences, European Union, IBIS, ODA, UNCLES, FSU, and UNICEF/UNESCO (monitoring learner achievement).

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[15] The following discussion of donor activities is based upon information gathered by the BES project design team and USAID/Namibia staff. Given that there are currently over 40 donor projects within MEC, it is possible that some of the assistance being given has been overlooked.

[16] Other donors involved in in-service teacher education include FINNIDA, CASS, ODA and SIDA.

MEC has initiated a Rural Classroom Improvement Scheme to which the European Union has also made a significant contribution (R 6 Million). In addition, SIDA is funding the "Tulipamwe Project" for community self-help classroom improvement and the Danish have a similar project in conjunction with NGOs. Several agencies have contributed to the building of teachers' houses that are initially used by advisors and volunteers[17] and IBIS is supporting the upgrading of some TRCs. SIDA and Consolidated Diamond Mines have assisted in the construction of the physical facilities for the National Institute of Educational Development in Okahandja. The African Development Bank is providing funding to construct and equip the two new teachers' colleges in northern Namibia.

MEC efforts to improve school management are being supported by the Commonwealth Secretariat, Denmark, Norway/Namas, ODA, Rossing Foundation, SIDA, IBIS, UNESCO amongst others. Of particular relevance to this project are the principal education manuals and workshop modules developed by MEC/UNICEF. MEC has also initiated the GRN Culture of Care Campaign which addresses community involvement. It is anticipated that support for this campaign will come from the private sector, NGOs and the donor community. With respect to resource allocation, planning, budgeting and policy analysis, MEC is developing its own capacity and is being assisted by the Commonwealth secretariat, ICD/CIIRZ, ODA, SIDA, Japan/World Bank, and various UN agencies (see Table 4 below).

Substantial support has also been received from foreign and Namibian NGOs, often directed to individual schools without the involvement of the MEC. In addition the MEC has received donations of educational supplies such as uniforms, science equipment, school furniture, and books from foreign governments and NGOs. A total of twelve different agencies have provided volunteer teachers to schools and colleges in Namibia.

[17] Such as APSO, SIDA, and the European Union.

TABLE 4: MAJOR INTERNATIONAL DONOR INVOLVEMENT IN THE EDUCATION SECTOR

EFFECTIVE PARTNER	DEVELOPMENT RELATIONSHIP
AFRICAN DEVELOPMENT BANK	Basic Teacher Education Project to build and supply equipment for two teachers' training colleges in Northern Namibia.
UNITED KINGDOM	ODA: English language; lower primary literacy development; educational planning; examination reform; book box project; distance education; and Univ of Namibia support.
DENMARK	IBIS: introduction of life science in secondary schools; community classroom improvement project; funding for teachers' resource centres; English teacher education in primary schools; primary links publication for primary schools.
EUROPEAN COMMUNITY	ABACUS: publication of education newspaper; INSTANT Project: in-service training of maths and science teachers, primary school upgrading and rehabilitation physical facilities in rural areas.
FINLAND	FINNIDA: Cross-Curriculum Culture Project: arts/crafts in secondary schools and book boxes in primary schools.
FRANCE	Introduction of teaching of the French language in Namibia
ITALY	Arci Cultural E Sviluppo: support to adult education.
NORWAY	NAMAS for Educational Reform: advisor to MEC; secondary education, English language development, educational planning and development of TRCs.
SWEDEN	SIDA: public expenditure review; educational planning; Geographical Information System (GIS); Education Management and Information System (EMIS); Tulipanwe Project (community classroom improvement); NIED complex construction; Africa Group of Sweden for primary schools; "Enviroteach" resource books and teacher aids. Namibian Language Competency Program; Pre-and In-service teacher training.
UNITED NATIONS	UNDP and UNESCO: curriculum development and in-service teacher training; UNICEF: principal management and training; UNESCO: monitoring learner achievements; UNFPA: population education.
UNITED STATES OF AMERICA	A.I.D.: Basic Education Reform Program/Basic Education Support Project; Peace Corps: volunteer teachers, pre-primary teacher education and youth development.
WORLD FOOD PROGRAMME	Pre-primary and primary school feeding project

Initiatives currently being implemented by donors with a more visible presence whose activities complement the proposed USAID project are discussed below in more detail.

Swedish International Development Authority (SIDA) Swedish links to the education sector predate the independent Republic of Namibia. SIDA provided assistance to the Health and Education Centres run by SWAPO in exile which developed into a teacher training project--the Integrated Teacher Training Program (ITTP). This program then led to the Teacher Education Reform Program (TERP) and then the Basic Education Teacher Diploma (BETD). BETD has been implemented as the core program at all TTCs and is currently being piloted by UNESCO through modularized part-time distance education methods.

In 1993/94 SIDA had 8 sub-programs and 20 activities. A concentration effort will take place this year.

- In addition to BETD, SIDA is financing the Namibian Languages Competency Program which provides supports for teacher trainers in mother tongue proficiency.

- There is also a NIED-based Life Science Project Enviro-Teach which focuses on cross-curricula teacher resource books in the area of environmental studies.

- The Tulipamwe Self-Help Project supports three low-cost construction projects which emphasize local participation. Although this project closed in June 1993, it is felt that there will be a long-term impact from the project because of the completed training of 108 community members (half of them women) and another 75 still in training in construction skills.

- SIDA is also providing support to the National Literacy Program in Namibia (NLPN) which targets the illiterate population which is estimated at 60%.

- Support to educational planning and management is being provided through two activities. One is a Geographical Information System (GIS) designed to provide a mechanism for the development and implementation of an Educational Management and Information System (EMIS).

- SIDA is assisting in an education public expenditure review which will be implemented by IREDU. This is being co-financed by a Japanese grant which will be executed by the World Bank. Once costs are assigned the plan is expected to be used as the basis for a donor's roundtable at a date to be determined. (The World Bank has no lending program in Namibia and other than this activity is not involved in the sector.)

Overseas Development Agency (ODA) Currently, the ODA have eight education projects.

- The University of Northern England Consortium for International activities (UNECIA) is involved in a project focused at strengthening education policy development and strategic planning. This project supports a technical advisor as the director of languages in NIED which is responsible for the new English curriculum in grades 1 through 12.

- Technical assistance is being provided in Phase II of the exam reform project. A technical advisor is based at the examinations directorate and is an examinations expert. In addition, a short-term expert from South Africa has been hired to develop a computerized examination system. Activities under this project also include language workshops, training conferences and three month training at Cambridge for a large group of Namibians working in examinations. It should be noted that all work in this area has been on the IGCSE and HIGCSE--grade 10 and 12 examinations.

- The MOLTENO project provides funds for research at Rhodes University that focuses on factors relating to the extremely high drop out rates for blacks in grades 1 and 2

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in South Africa. ODA provides support to similar work that targets Rundu, Windhoek and Ondangwa. Project activities include training courses, translation of materials into maternal languages, production and dissemination of materials and a vehicle for each region. A component of this project includes up-grading the English language skills of teachers in grades 1-3.

- The Book Box Project provided 326 schools with approximately 500 readers. Similar projects have been supported by Standard Bank and FINNIDA.

- The largest project in the ODA education sector portfolio is the English Language Teacher Development Project (ELT) with a N$17m funding level. Inputs focus at both the pre-service and in-service level and include technical assistance (single status teachers), construction and vehicles. Activities include support to cluster schools to upgrade teachers skills in English and methodology, developing modules for the in-service BETD, desk-top publishing, etc. Overseas training for Namibians is also a project component. This is one of ODA's newer projects and implementation is significantly behind schedule.

- A distance education project is still in the design stage but may begin implementation as soon as March 1994. It will work in conjunction with the Namibian Extension College and will provide for training for distance education materials including material development, editing, broadcasting and training of tutors for continuing education.

- Support to TRCs.

- Assistance to the University of Namibia (UNAM) including support for the Pro-Vice Chancellor and books for the university.

UNESCO Currently UNESCO is working in collaboration with SIDA in the development of the BETD program for in-service training. Although the project is currently being piloted, UNESCO is looking for funds to support this initiative. This initiative parallels the TRC BETD curriculum. Forty-four instructional modules have been developed (of a proposed 88) which unqualified teachers can take in order to upgrade their qualifications. Although this has been proposed the program has yet to be accredited nor has the Public Service Commission made a decision on the salary and job tenure implications.

UNICEF Currently UNICEF is nearly completing a principal management training activity that provided training and materials to all principals in Namibia. An evaluation near the end of the program indicated that principals wanted more assistance in certain areas and UNICEF is in the process of developing new materials in these key areas. Dissemination of these materials poses a problem since the project is nearly completed. USAID assistance in the dissemination and training of these materials may be useful and an important activity in the project design.

3. PROJECT DESCRIPTION

3.1 Goal and Purpose

The overall goal of USAID's education program in Namibia, to which the BES Project will contribute, is **to improve the quality of life for majority Namibians by promoting equal access to quality educational services**. The Project will not be directly responsible for meeting this goal, but a successful Project will contribute towards this important goal in the long term, providing a significant justification for the Project.

Clearly the quality of life is influenced by a number of factors in addition to education. But basic education of good quality will improve the productivity of graduates when they enter the world of work, should lead to decreased fertility and better maternal and child health, and will permit full, democratic, participation in social and political life. This goal is wholly consistent with the GRN's sector goals, as expressed in, Toward Education for All: A Development Brief for Education, Culture, and Training, and usually summarized by the GRN in the four words: access, equity, quality, and democracy.

The specific purpose of the BES Project, for which the Project is directly responsible, is **to increase MEC's capacity to implement the new lower primary curriculum while improving learner outcomes in the most disadvantaged schools**.

The proposed Project directly supports USAID's country strategy by assisting the Government of Namibia (GRN) in implementing its basic education reform (through building needed capacity in the MEC) and by targeting Project resources at a sub-set of lower primary schools, serving traditionally disadvantaged Namibians. The Project is directly responsive to Agency priorities (as articulated in Strategies for Sustainable Development, January 1994) by contributing to economic growth and sustainable development through investment in human capital.

3.2 Anticipated Outcomes

Curriculum reform is essential for implementation of education reform in Namibia and improving learner outcomes. Education reform is considered fundamental to the development of post-apartheid independent Namibian society, particularly in terms of laying the ground work for the human resource development necessary for equitable participation of all Namibians in the economic and social development of their country.

To increase MEC capacity and support their efforts to implement the new lower primary curriculum the Project will provide TA and training in the areas of curriculum design and development, teaching and learning materials development and continuous assessment. **By the end of the Project, it is anticipated that new grade 1-4 curriculum materials (syllabi, teacher and learner materials - as appropriate) for school readiness, maths, environmental studies and at a minimum five Namibian African languages will be in place and in use in 80% of schools.**[18] Means to verify this EOP include: 1) workshop schedules (indicating when the new materials will be workshopped with teachers),

[18] The primary objective is to ensure that all necessary materials are developed for the Target Schools. It may be that commercial publishers will be willing to develop materials for some of the languages in those schools, in which case the Project will do other languages. If not, the Project will be responsible for developing the materials in those languages.

implementation plans and annual work plans; 2) physical copies of teaching and learning materials; and 3) contractor and O-RP/C-RP reports verifying that materials are in use in target schools.

In addition to reforming the curriculum and producing appropriate teaching and learning materials, MEC has identified the need to replace the former system of end-of-term and end-of-year (usually written) tests and examinations with more informal, formative methods of assessment in lower primary. These methods will help teachers to promote learner achievement rather than failure and are considered a key element of curriculum reform. However, in order to have an impact on learner achievement, it is critical not only to reform the curriculum including the assessment system, but also to increase the capacity of teachers and their immediate support systems, including regional education officers and principals, who themselves are often teachers in smaller schools, to implement the new curriculum through various training activities.

It is anticipated that the all Project activities will therefore contribute towards improving learner achievement and that **by the end of the Project, 80% of learners (boys and girls) achieve basic competencies in target schools, and/or 50% will achieve at a level equal to or better than the level reached by 33% of the learners before the intervention.** Increases in learner achievement will be verified through: 1) the annual implementation of an end-of-grade 4 assessment; 2) more informal MEC and project assessments[19]; and 3) qualitative project reports and classroom observation.

It is expected that implementing the new relevant curriculum while improving learner outcomes in the most disadvantages schools in Namibia, will result in lower primary cycle time, provided monies for the full implementation of reform are available, more effective teaching promotes learner participation and assuming teachers promote learners on the basis of achievement in a more consistent manner. **By the end of the Project it is therefore anticipated that lower primary cycle time will decrease by 50% for both boys and girls in target schools and/or drop out rates for boys and girls in target schools will have fallen by 30%[20].** Means of verification for this EOP will be the MEC EMIS, which collects data on enrolment, repetition and drop out on an annual basis.

People level Impact Because this Project is financed under the DFA (the Development Fund for Africa) legislation, special emphasis is placed on assessing People Level Impacts (PLI).

By the end of the Project it is anticipated that 1500 of the most disadvantaged teachers in target schools in Namibia (at least 50% of whom will be women) will have received

[19] Wherever possible and assuming that appropriate basic competencies have been defined, ORPs with target teachers will conduct beginning and end of year assessments to determine the degree to which learner achievement has improved. ORPs will also report on some qualitative and behavioral changes (the identification of key topics and protocols for both developing and assessing change will be developed by TA expertise in qualitative education monitoring and evaluation which will build upon the applied research undertaken by MEC, NERA and UNAM).

[20] The second means of measurement will be particularly important if promotion practice is changed or some form of automatic promotion (ie only repeating once in lower primary) becomes policy. An alternative means of measurement could be a percentage reduction in the number of years it takes to produce one lower primary graduate.

training by O-RPs. It is also anticipated that 45,000[21] - 60,000 learners will exhibit improved learner outcomes.

The Monitoring and Evaluation (M&E) arrangements outlined in Section 3.4 will provide both qualitative and quantified measurements of people level impacts. Therefore in addition to the indicators mentioned above, it is anticipated that:

- at least 80% of targeted teachers trained are classified as most disadvantaged (according to the criteria outlined in the Project description)
- 80% of men and women teachers implement learner centred teaching methods
- 80% of men and women grade 4 teachers are able to communicate with some level of fluency in English
- 80% men and women teachers understand and use new curriculum materials

As mentioned in the M&E plan, there will be a significant amount of qualitative data generated and analyzed on less tangible but equally important social and behavioral factors which affect people level (teacher and learner) attitudes and motivations. Topics which may be included are:

- changes in teacher and learner behaviour,
- the qualitative factors behind failure and drop out,
- changes in the school environment due to working with educational support staff,
- changes in the school environment due to increased participation and so forth.

Actual topics to be reported on will be based on existing applied research on education in Namibia and will be developed by the start up activities related to O-RP baseline and monitoring protocol development.

3.3 Detailed Project Description

The BES Project is designed to improve learner outcomes in Grades 1-4 in Namibia's most disadvantaged schools. The Project consists of three components: teacher training, curriculum and materials development, and continuous assessment. These three interventions are designed to reinforce and strengthen one another, thereby greatly increasing the quality of teaching and learning in the lower primary grades, and increasing the capacity of the MEC to continue these efforts after USAID leaves.

3.3.1 Target Schools Intervention

A. Rationale The most effective way to reach the most disadvantaged teachers is through schools and by targeting those schools where they are likely to be teaching, thus reaching

[21] Assuming an average of 30 learners per class.

both teachers and learners achieve improved learners outcome. Delivery of subject curricula and materials to schools does not assure teachers will understand how to put these new curricula into practice effectively. Nor is it sufficient, particularly in the case of the most disadvantaged teachers, to hold instructional workshops for teachers in the hope that they will transfer their skills to their colleagues, who would in turn use their new-found skills in the classroom, as is assumed by the cascade model. It is also not sufficient to hold intensive workshops for teachers over the course of a weekend or one or two weeks as most teachers, especially in lower primary, are women who cannot leave their families, their farms, and their obligations for this length of time.

If inexperienced and under-qualified teachers are expected to adopt the new syllabi, including both new content and the new pedagogical approach of Learner Centred Education, the workshop and cascade models of teacher education currently being implemented will need to be supplemented and expanded. Ongoing education, supervision and evaluation must occur over a period of time in order to ensure that new practices have been mastered. Workshop and cascade models currently lack sufficient follow-up and support to ensure that the techniques learned in workshops are successfully passed on or implemented in the classrooms of the most disadvantaged schools. What this requires is on-site education where teachers can be given regular supervision, feedback, and assistance with lesson planning, materials development, and assessment procedures. Quite often, teachers also need instruction in the content of their subjects themselves - most critically, the use of English. The MEC is currently unable to provide this kind of support, and donor activity in these areas is minimal.

B. On-site Resource Person (O-RPs) The heart of the Target Schools Intervention involves a cadre of Peace Corps Volunteers (PCVs) who will serve as On-site Resource Persons (O-RPs) for a minimum of two years each.[22] Each of these volunteers will be assigned a cluster of up to ten schools where they will conduct school based in-service activities on a regular basis during their two years of service.[23] During the first school term,[24] O-RPs will establish themselves in a school where they will work closely with a "strong principal" as they get to know the schools, their communities, language in their assigned clusters, and the Namibian educational system.[25]

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[22] Third year Extension Transfer requests will be considered in appropriate cases on the basis of PCV's prior perfomance and budgetary allowances.

[23] Over a two-year period, the each O-RP is expected to reach minimum of three disadvantaged (i.e., underqualified or unqualified) teachers in each of ten schools, or minimum 30 disadvantaged teachers during their two-year term of service. According to this calculation, the 25-33 O-RPs who serve in 1996-97 will serve 750 - 1,200 teachers. The second group of O-RPs, who begin service in 1997, should reach another 250-400 schools and 750 - 1,200 teachers. A pilot group of ten C-RPs, who begin service in 1995, should reach a minimum of 8-12 schools and 24-36 teachers over a one-year period. Because all O-RPs will have the option of extending their service another year, a minimum of 508 schools and 1,524 teachers should be reached during the LOP, reaching approximately 45,720 lower primary learners (assuming an average of 30 learners per classroom). In the event that more time and attention is needed in some schools, the actual number of schools might be lower. The two main criteria governing which teachers and schools receive attention are: (1) the neediest teachers receive the most assistance, and (2) by the end of the project, each O-RP will have worked with 30 disadvantaged teachers on average in lower primary.

[24] The Namibian school year has three terms: January-April, June-August, and September-December.

[25] An O-RP's initial school will be the school in which he/she teaches for the first term. The purpose of the initial school is to give the O-RP a base from which to operate, a place where he/she can establish familiarity with his/her area and build relationships, and identify Resource Teachers. The O-RP will work in the initial school for the first term only.

i. Initial activities During the first school term, the O-RP's duties will include:

- teaching classes as needed (probably English since their language skills will not yet be sufficient to teach other subjects);
- continuing to develop their local language skills, ideally as a quid-pro-quo for English instruction with other teachers[26];
- participating in workshop activities provided by TRCs, NGOs, and the MEC INSET program;
- meeting with the principals and teachers in the other schools of their cluster to begin building relationships, and to determine the most appropriate in-service activities to be undertaken;
- identifying 1-2 "strong teachers" with whom they can work during their two years of service as School Based Teacher Educators (SBTEs)[27]; and
- initial teacher/learner assessments.

ii. In-service activities Beginning their second school term and continuing until their Close of Service (COS), O-RPs will conduct in-service activities with lower primary teachers in their home school and two-three additional schools in their cluster each term.[28] These activities include:

- one-on-one assistance to teachers via observation, feedback, and lesson and materials preparation (40% of O-RPs' work time);

In order to guard against keeping the O-RP there beyond one term, and the temptation on the part of the O-RP to become stationary, (1) the initial school should not be the school in his/her home community, and (2) the Circuit Inspector should ensure that the O-RP is in the initial school for one term only.

[26] All PCVs working in this Project will have received an expanded 12-week pre-service Peace Corps training, of which a significant proportion will be instruction in local languages. Peace Corps also provides financial support for tutoring in local languages after PCVs have finished their pre-service training. Heretofore, PCVs in Namibia have received 8 to 10 weeks' training.

[27] Namibia has an informal system of identifying strong teachers whereby, when training of trainers opportunities are made available (often through donor groups), these teachers work with a teacher trainer for a year, after which they are known as School Based Teacher Educators (formerly called "Resource Teachers"). When positions for Advisory Teachers open up, Resource Teachers are considered candidates. The process of designating Advisory Teachers is becoming more formalized; a proposal for the development of an SBTE certificate is being presented in the MEC for approval in June. It is anticipated that by identifying and working with strong teachers as counterparts, these teachers might become recognized as SBTEs. The BES project will make every effort to ensure that identification and training of SBTEs conforms with the MEC's program, including the use of gender dimension criteria in the selection of SBTEs.

[28] The actual amount of time the O-RP spends with each school, and the number of schools reached, will vary according to the accessibility of the school, the number of teachers in the school, and their relative levels of need. Also, the type of need expressed by teachers might necessitate more intensive work over the short term - for example, intensive English language instruction.

- demonstration lessons (to be conducted with SBTEs, owing to the language difficulties most O-RPs will have in delivering any subject other than English to lower primary teachers) (20%)[29];

- workshops during afternoons and weekends to be conducted in schools or locations easily accessible to cluster teachers (20%)[30];

- cluster school teachers' meetings once a month, or at least once per term to discuss common problems and strategies (10%)[31]; and

- other activities as needed (i.e., teacher/learner assessments and administration of the End-of-Grade 4 Assessment (10%).

In-service activities will be designed to instruct target teachers in basic pedagogical skills (see the description of the Teachers' Basic Competencies Manual below); curriculum implementation activities, including learner-centred pedagogy, continuous assessment, and understanding and use of new syllabi and Teachers' Guides; and subject-specific instruction as needed, particularly in English and Maths.[32] Teachers in cluster schools not targeted will be welcome to take part in in-service activities whenever appropriate (e.g., workshops, seminars, meetings), but O-RPs will give the most disadvantaged teachers first priority in all these activities.

Throughout the LOP, every effort will by made through supervisory personnel and Project oversight mechanisms discussed in detail below to ensure that O-RPs' activities do not become disjointed, but rather be linked to the initial and follow-up in-service activities coordinated and implemented by NIED and Regional Offices.

iii. In-service materials O-RPs will assist teachers with the help of two manuals: The Teachers' Basic Competencies Manual and the O-RP Kit. The Teachers' Basic Competencies Manual will be a generic manual written for the under-qualified teacher that explains the basics of good teaching: objective writing, lesson planning, materials development, questioning techniques, learner-centred techniques, group work, continuous assessment, consolidation[33], testing, classroom management, micro-teaching skills, and teaching multi-

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[29] SBTEs will also be drawn upon for presentation, translation and interpretation purposes to ensure that teachers understand the contents of O-RPs lessons.

[30] The scheduling of these workshops will be based on teachers' availability. For example, most lower primary teachers are women with families, farms, and obligations that might make weekend workshops unfeasible. In the event that weekend workshops are unfeasible, they will be scheduled during the week or at times convenient to teachers.

[31] This model was used successfully with lower primary teachers in Ovamboland in the 1980s. See The Control and Model School Project by Andreas Amushila.

[32] In cases where O-RPs are sufficiently qualified, instruction in Science and Social Studies will be included.

[33] "Consolidation" is a term used by the MEC when referring to the type of extra remedial work required when a learner does not immediately achieve a competency.

level classes. Drawing on the Basic Instructional Skills module of the in-service BETD program,[34] this manual will provide exercises to enable the teacher (with the help of the O-RP) to develop and test these competencies, to identify and assist learners in need of remedial consolidation activities, and to provide the required additional tuition.[35] The manual will consist of printed booklets in various languages, and might also be complemented by audio materials.

The O-RP Kit is a more extensive reference manual and guide written for the O-RP that provides information on the basics of quality teaching, observation and supervision techniques, Learner-Centred Education ideas, strategies for implementing the new syllabi as outlined in the MEC Curriculum Guide for Basic Education, continuous assessment guidelines and instructions, school management strategies, as well as Project monitoring and evaluation instruments. The content of the O-RP Kits will be based on the School Based Teacher Education Module of the in-service BETD, as well as drawing on the results of initial studies undertaken by the MEC and the 1995 advance team of PCVs (see section C. below). Existing materials developed under other donor programs (including BETD and INSET modules and Ibis continuous assessment tools) will be evaluated and integrated wherever possible for maximum coordination. It will be translated into local languages and be used as a basis for language training.

O-RPs will also assist teachers with use of existing teaching materials, including NAMPEP, New Day By Day, and Day By Day. Also, O-RPs will plan and deliver in-service workshops for groups of teachers. Additionally, O-RPs will teach teachers English, Maths and other subjects as needed, including trialling materials and models as agreed between USAID and MEC. The impact of any trials will be evaluated for effectiveness and efficiency. If reviewed positively, adoption to other schools in Namibia will be recommended to the MEC.

iv. Other activities The O-RPs will continue with the initial baseline data gathering and piloting of Teachers' Basic Competencies Manuals and O-RP Kits begun by the pilot team, described below. O-RPs will advance information gathered to the Target Schools Intervention Coordinator (TSI-C) Research Assistant (described below).

The O-RPs will also keep careful records of their work, including changes they observe in teacher performance and attitude, attendance rates, and reported changes in learner outcomes.[36] O-RPs will gather these data through observation, review of school records, and discussions and interviews with project participants. O-RPs will submit these records on a regular basis to the TSI-C, who will use them for monitoring and evaluation reports, and ongoing project planning.

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[34] The Basic Instructional Skills Certificate (BISC) is a basic competencies module from the BETD which will be presented for approval in June.

[35] The term "additional tuition" is British and refers to the provision of extra remedial instruction. It does not refer to the payment of fees, as is the case in American English usage.

[36] With the assistance of the Assessment T.A., O-RPs will develop a common instrument for measuring teachers' progress, the data from which will pass on to the TSI-C Research Assistant.

Finally, in their second year of service, the O-RPs might be asked by C-RPs (see below) for assistance with distribution of principals' training checklists. When appropriate, O-RPs will be asked to assist principals with the use of these materials.

v. Recruitment and qualifications The first group of O-RPs will consist of 25-40 new PCVs[37] and/or third year volunteers who will begin service in January 1996. Each will serve for a minimum of two years. The second group of O-RPs will consist of 25-40 new PCVs and/or third-year volunteers who will begin service in January 1997. All O-RPs will be recruited on the basis of academic competency and experience: a college degree in early childhood development or primary education, teaching experience, and ideally, teacher education and supervision experience.[38]

vi. Anticipated achievements from the Log Frame It is anticipated that by the end of this Project, the following outcomes and will have been achieved in the Target Schools:

- 1500 disadvantaged teachers in target schools will have received training by O-RPs, at least 80% of whom are classified as most disadvantaged;
- at least 50% of teachers trained will have been women;
- at least 80% of men and women teachers will have implemented learner centred teaching methods;
- at least 80% of men and women Grade 4 teachers will be able to communicate with some level of fluency in English;
- at least 80% of men and women teachers will understand and will have used new curriculum materials;
- continuous assessment will have been implemented in 80% of classes; and
- at least 80% of men and women teachers will have successfully created and used teaching and learning materials in their classes.

C. Circuit Resource Persons (C-RPs) All O-RPs will be supported by Circuit Resource Persons (C-RPs). Each C-RP will be a Peace Corps Volunteer with significant experience in teaching and, ideally, teacher education. In certain cases, C-RPs might also be drawn from the 1995 pilot or advance teams. Depending on the needs of a given cluster of O-RPs, C-RPs will be based in Regional Offices, Circuit Inspectors' offices, or TRCs.

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[37] In order to ensure that project targets are met, volunteer attrition rate must be taken into account. Also, given the level of skill required for these positions, some latitude must be provided in the pre-service training phase to "deselect" trainees who do not receive strong evaluations. Accordingly, recruitment rates will be overfilled at 130%, or 33-52 recruits to ensure 25-40 quality volunteers in the field by the end of their 2-year term of service.

[38] Peace Corps experience in Namibia to date indicates that requiring teacher education and supervision experience both significantly reduces the pool of applicants for recruiting and results in the selection of generally older volunteers, who may experience greater attrition rates on average.

i. Activities C-RPs will conduct the following activities:

- Provide O-RPs with support and outreach services, including moral, logistical, material and professional support; assistance with workshop design and delivery; materials development; liaising with other O-RPs; providing O-RPs with transportation to more "far-flung" schools; and assessing the special needs of target schools and communities and developing appropriate intervention options;

- Help O-RPs develop work plans with their counterparts (SBTEs) and with their principals;

- Liaise with a variety of education officers, including Advisory Teachers (formerly called Subject Advisors), Circuit Inspectors, Chief Education Officers, Regional Office Directors, and the BES Project Target School Intervention Coordinator (TSI-C) as well as with the NIED structures coordinating in-service training;

- Counterpart on a part-time basis with appropriate Education Officers, including assistance with transportation to sites for observation; collaborating with supervision; assisting with workshop design and implementation; conducting joint materials development activities; and assisting with principal training as appropriate using MEC/UNICEF training modules;

- Assist TRC personnel with workshop implementation, materials development and other outreach activities as appropriate, for those C-RPs with the relevant qualifications. (While one criterion for the selection of target schools will be their isolation from other sources of support such as TRCs, when appropriate, C-RPs may work out of existing TRCs);

- Keep records of activities, including workshops conducted, work with Advisory Teachers and Inspectors, schools visited, and before-and-after accounts of school, and student and teacher performance;

- Consult with Circuit Inspectors and Advisory Teachers concerning their work in order to coordinate the activities of the O-RPs; and

- Track changes in the support given by Circuit Inspectors and Advisory Teachers to teachers by assessing changes in description of work, changes in attitude toward their work and role as supporters rather than enforcers, progress of teachers, and progress of the program in general.

Over the LOP, other needs or requests might arise. If the C-RP's work is on schedule, and if he/she has the necessary skills and experience, he/she might be able to respond to some of these needs or requests. When appropriate, pending approval by the TSI-C and the Project Steering Committee, other C-RP activities will include:

- assisting with MEC-sponsored workshops in Windhoek related to the implementation of new syllabi;

- assisting with the development of SBTEs', Principals' and Advisory Teachers' training manuals which define basic competencies, and check lists to evaluate performance, etc.[39];

- assisting O-RPs and Advisory Teachers with teacher education activities outside of school clusters.

ii. Anticipated achievements from Log Frame It is anticipated that by the end of this Project, the following will have been achieved:

- education officers will have made an increased number of visits to historically disadvantaged schools;

- an increased number of workshops or seminars will have been developed and run for male and female teachers trained by local education officers; and

- dialogue will have improved between regional officials and both local and head officials.

D. Pilot and advance teams In 1995, a group of 10-15 third-year extension PCVs will assist with setting up logistical support, and testing project concepts. Each PCV will serve for a minimum of one year, and will be encouraged to extend for a fourth to provide continuity from 1995 to through to 1996.[40] This group of 10-15 will consist of two teams: the pilot team and the advance team.

i. Pilot team The pilot team will consist of 3-5 PCVs[41] who will work in 2-3 schools trialling the O-RP role by conducting in-service teacher education activities, as well as gathering baseline data on learner and teacher competencies, and developing ideas for drafts of the Teachers' Basic Competencies Manual and the O-RP Kit. This information will be forwarded through the Project Initiation Team Leader (PITL) to the TSI Research Assistant.

ii. Advance team The advance team will have two tasks: (1) to do the field research and negotiation necessary to make target school and cluster selections; and (2) to make all logistical arrangements necessary to prepare for the arrival of the first group of O-RPs and C-RPs, including adequate housing, access to potable water, transportation and all other necessary equipment and materials. (For a complete description of the Target School selection process, see part G below).

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[39] A manual is currently being made available for Headteachers however few other documents currently exist which spell out job descriptions, training ideas, or peformance review objectives for circuit inspectors, advisory teachers, principals, or SBTEs (see Technical Analysis for teacher education).

[40] Peace Corps/Namibia has advised that this year's group of second-year volunteers is particularly strong, and that a number of them wish to extend their service. Most of the first group will probably be highly qualified candidates from within Namibia. In any case, highest priority will be given to recruits from Namibia, then the region, then outside the region.

[41] The advance team will consist of 7-10 PCVS from the 1995 group, unless they are able to complete their work ahead of schedule, in which case some will be moved to pilot roles.

iii. Selection, training and supervision of pilot and advance team members USAID will hire a Project Initiation Team Leader (PITL), a Short-Term Technical Assistant to work with the Peace Corps/Namibia in identifying and recruiting members of the 1995 team. Team members will be selected on the basis of the strength of their recommendations, their level of teaching and teacher education experience, and leadership abilities. The PITL will oversee the training of team members, including recruitment of trainers, curriculum design, logistical arrangements. The PITL might also be required to do some stand-up training. Once team members have been placed, the PITL will oversee program development and supervision with team members. The PITL will continue such work until the arrival of the TSI-C, and will orient the TSI-C before finishing his/her contract. Peace Corps/Namibia's PCPS/Education will oversee all logistical concerns for team members, including provision of suitable housing, health coverage, and incidental living necessities. The Project will provide transport for the pilot and advance teams, either through arrangements for utilizing GRN vehicles provided by the GRN and/or, if necessary, the early purchase of vehicles titled to the GRN and specifically for the Project.

iv. Housing Worldwide Peace Corps policy is that housing for the volunteers is the responsibility of the host government, usually provided by the local community. In certain cases, that may require the upgrading of existing structures or rental. All houses will, as has been the case to date with Peace Corps housing in Namibia, need to comply with minimum PC standards, with regard to cement floors, screening and access to potable water and latrines. Houses will be provided with the provision that agreement is reached on the fate of the house after the completion of the Project. Depending on various factors (e.g., source of financing, continuing Project-related needs, etc.) houses will either revert to the family, the community (for community activities) school activities, rental to other volunteers or GRN officials, PC or GRN.

v. Transportation Reliable, dependable and inexpensive transportation of C-RPs and O-RPs is critical to the success of in-service training component. All C-RPs will have access to a 4-wheel drive vehicle, while O-RPs will receive some form of vehicle transportation, acceptable to PC standards, based on a mix of different types of light and medium-weight two-axel vehicles for short trips. The first group of C-RPs will explore a flexible range and mix of transportation options including the use of other GRN vehicles, taxi arrangements, rental, the use of donkey carts or any other local mode of transportation. As a further option clusters of five O-RPs will have access to a smaller two-wheel drive vehicle for the purpose of reaching distant schools, carrying material and supplies and the transporting teachers to workshops. Any vehicles procured under the Project for use by PCVs will be titled to the GRN's Ministry of Works, Transportation and Communications, Government Garage, and will be assigned to the PCVs under the Project. Access to these vehicles and arrangement of fuel would require access to regional GRN garage facilities. All vehicles purchased for use of PC will revert to the GRN, for use by the MEC at the completion of the project.

The proposed phasing of C-RP and O-RP PCVs is shown in Table 5, below.

Table 5: Peace Corps Volunteer Phase-In Schedule

Position	1994	1995	1996	1997	1998	TOTAL
Pilot & Advance team		10-15				10-15
C-RPs			5-7			5-7
				5-7		5-7
O-RPs			25-33			25-33
				25-33		25-33
TOTAL Volunteers by year		10-15	30-40	60-80	30-40	70-95 volunteers --- 130-175 volunteer years

E. Target Schools Intervention Coordinator (TSI-C) The TSI-C will be provided under the institutional contract and will have as his/her primary task, providing technical support back stopping and direct coordination to the PCVs implementing the Target School Intervention component in selected target schools. The TSI-C will be responsible for:

- overseeing the development of the content, design, administration, monitoring and evaluation of the Target School Intervention component;
- working closely with the Peace Corps Program Specialist (PCPS) for Education in the management of this Project, the TSI-C. The TSI-C will be responsible for the professional, technical and commodity aspects of the intervention, and the PCPS will be responsible for the management and administrative matters;
- helping C-RPs develop work plans; and
- working closely with the TSI Research Assistant and NIED personnel to ensure smooth coordination of information and development and delivery of materials to C-RPs.

The TSI-C will be based in a location accessible to the majority of the sites selected, probably in a regional office or Circuit Inspector's office. It is anticipated that the TSI-C will spend approximately 80% of his/her time in the regions where the Project is being implemented. Also, every effort will be made to ensure that the TSI-C arrives as early in 1995 as possible to ensure continuity. The TSI-C will report directly to the COP, and with the Target Schools Intervention Research Assistant, will sit on the Project Management Committee.

F. Target Schools Intervention Research Assistant The TSI-RA will be assisted by a three to four year Target School Intervention Research Assistant. The TSI-RA will be responsible for:

- channelling information from NIED to the TSI-C concerning in-service workshop scheduling, materials production and delivery, curriculum development updates, and decisions pertaining to accreditation of Project-related materials and activities;

- collecting and compiling data gathered by O-RPs, C-RPs and TSI-C from initial studies,[42] and the piloting of the Teachers' Basic Competencies Manual and the O-RP Kit;

- coordinating research and findings of the Target School Intervention component with research and findings of the Assessment Research Assistant (ARA);

- analyzing and compiling data in usable form (e.g., quarterly reports, summaries of trends, etc.) for ongoing training of O-RPs, C-RPs and TSI-C, as well as for use in Project monitoring and evaluation; and

- coordinating the technical content of the O-RP Kit within NIED in the In-Service Teacher Education Sub-Division and provide feed back on implementation.

The TSI-RA, then, will not be responsible for gathering data directly from the field, but collecting data from Project staff and processing it so that it can be used productively by them. The TSI-RA will be permanently based in NIED for continuity. The TSI-RA will be a local hire, and will report directly to the TSI-C.

G. Target School Selection The process described below will be used as a starting point for recommendations to be made by the advance team in the selection of schools and clusters. However, the intent is to remain flexible in order to accommodate local conditions and new research data as they become available. If at some point the criteria should be changed due to unforeseen circumstances (e.g., other urgent needs are identified in Year three of the Project, or a PCV not getting along well with people in his/her community), the matter will be taken up by the Project Management Committee to authorize a change of criteria, or school or cluster selection in a specific case. If such a change has major implications it will be approved by the Project Steering Committee. The final criteria and selection will be made in collaboration with the MEC.

The target school selection process for this Project will follow three steps: (1) a "first cut" in which a narrow set of criteria are invoked to identify only the most disadvantaged schools in the country; (2) a negotiation period in which principals and community members are involved in order to determine the logistical feasibility and social acceptability of the selection of certain schools; and (3) a "final cut" in which a broader set of criteria are invoked to make the final recommendations concerning schools and clusters to be included in the Project.

i. First cut As a way of limiting the number of disadvantaged schools to a manageable size, statisticians at the ISDD have identified two criteria:

(a) three or more schools within a 7.5 kilometre radius

[42] If further studies are deemed necessary, project funds can be used for this purpose pending approval of the project Steering Committee.

(b) with lower primary teachers who have finished fewer than 12 years of school.[43]

Using these criteria, ISDD generated a map which identifies 61 clusters nationwide. Within those clusters, there are a total of 454[44] schools and 3,986 teachers, 1,690 of whom have finished fewer than 12 years of school. Peace Corps/Namibia has recommended, and USAID/Namibia agrees, that in order to facilitate efficient management of this Project, an effort should be made to select clusters in groups rather than attempting to serve schools or clusters that are isolated (e.g., schools which are 100 kms. from the nearest project cluster). Accordingly, the clusters that appear in Ondangwa, Rundu, and western Caprivi will constitute the starting point for the advance team's investigations.

ii. Negotiation with the community In order to make recommendations concerning the selection of schools and clusters, the advance team must ensure that schools are accessible. Moreover, the advance team must ensure that its recommendations are socially acceptable - i.e., if a school which fits the above criteria is located next to one which does not, yet both are disadvantaged, it might not be socially acceptable to serve one and not the other.

In order to determine logistical feasibility and social acceptability, then, the advance team will actually visit prospective clusters, investigate the conditions of schools and teachers in those clusters, and then ask Regional Directors and Circuit Inspectors to identify strong principals in prospective target schools. The team will discuss the project idea with those principals to determine interest and willingness to participate, and to inquire about possible support that they and the school and community might be able to give.

iii. Final cut Once likely schools have been identified, the advance team will invoke a final set of criteria in order to make the final recommendations concerning choice of schools and configuration of clusters. These criteria are:

(a) at least 80% (average 30 per O-RP) of teachers trained by the EOP are classified as most disadvantaged (i.e., underqualified, limited knowledge of core subjects, esp. English and Maths, and minimal understanding or use on part of teachers of learner centred education methods - e.g., group work, continuous assessment, etc.);[45]

(b) willingness of community to assist with the provision of safe and secure accommodation for PCV;

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[43] Teachers' professional qualifications correlate positively with their academic qualifications (i.e., number of years of school completed). Academic qualifications are therefore a meaningful general indicator of teachers' qualification levels. Lack of materials tends to parallel teacher qualifications: schools with the least qualified teachers also tend to have the least teaching and learning materials, and tend to suffer from lack of water, lack of adequate classroom space, dilapidated buildings, etc., and are therefore assumed to be the most disadvantaged schools.

[44] It is understood that this is a first cut on schools and that these figures represent neither the final number of schools not the number of teachers which will benefit from the target school intervention.

[45] Standards for determining competency levels will be measured by the advance team using an instrument developed by the PITL in accordance with skills identified in the Basic Instructional Skills Certificate.

(c) appropriateness of key principal to act as contact for O-RP in the community;

(d) presence of appropriate initial schools for O-RP;

(e) availability of potable water;

(f) correspondence between official circuits in the Namibian educational system and clusters in this Project;

(g) a minimum distance of 50 km. from the closest national TRC;

(h) low net enrolment relative to the regional or national average for that cohort[46];

(i) gender balance is realized in the total number of teachers at the target schools selected.

Following step 3, the advance team will write a report which will include a description of their visits, findings, recommendations and rationales for their recommendations. This report will be submitted to the Project Working Group for review.[47] Once a sufficient number of clusters have been recommended, the Project Working Group will make final recommendations concerning selection and submit them for approval to the Project Steering Committee.

H. End of Project (EOP) Conference In May, 1998, everyone who has been associated with the Target School Intervention of the BES Project will be sponsored by the Project to attend a two-day summary conference. Teachers from target schools, as well as SBTEs, Principals, Advisory Teachers, TRC personnel, in-service colleagues from NGOs and the MEC, and Project staff who are still in-country will be invited to attend the conference and:

- make presentations on techniques and principles learned in the Project;
- share success stories;
- review strengths and weaknesses of the Project;
- discuss issues related to in-service activities, accreditation and teaching status; and
- explore avenues for further action, including the possibility of establishing and strengthening teachers' networks, the development of a lower primary teachers' newsletter, establishing a "teacher of the year" award for outstanding lower primary teachers in each region, etc.

[46] This criteria has been included such that other factors being equal, the project will attempt to address access issues by working in areas with lower proportions of the appropriate age cohort enrolled in lower primary. The assumption being made is that by increasing the quality of education one would also increase the motivation of learners and their care givers attend/send their children to school.

[47] In the event that certain recommendations appear politically sensitive or unfair for any reason, final determinations will be made by the Project Steering Committee.

Conference proceedings will be compiled in the form of a manual to be distributed to everyone who participated in the BES Project (whether they were present at the conference or not), and will be made available nationally to teachers through the MEC distribution system. Information gathered in the conference will also be used for Project impact assessment.[48]

3.3.2 Curriculum and Materials Development

A. Rationale The MEC, with support from other donor organizations, is undertaking a broad reform of the national primary and secondary school curriculum as part of its Basic Education Reform Program. This effort includes the design, development and implementation of a revised curriculum for all grades at all levels (Grades 1-12).[49] As an integral part of this process, syllabi for each grade of specific subjects are developed by NIED through the use of subject panels which advise the Subject Working Groups (SWGs). These SWGs are typically composed of five teachers, Advisory Teachers or Circuit Inspectors working with a subject specialist in NIED under the direct supervision of a senior education officer in NIED. The SWGs report to the subject panels, and their activities are coordinated by the Chief Education Officer (CEO) in the Curriculum Research and Development Division of NIED.

The first phase is to create a syllabus, or subject-specific curriculum for a given level (e.g., Maths, Grade 1). Each syllabus contains a description of basic competencies, performance objectives, and continuous assessment requirements. Thereafter, the SWG works on the selection or design and development of materials to be included for that syllabus, including teachers' guides, teaching materials (such as teaching aids), learning materials (such as student workbooks), and texts. Once teaching and learning materials are developed, they are processed to provide camera-ready originals and other prototypes which form the basis for volume production.

The success of the curriculum development effort of the MEC depends to a large extent on the skills in the subject working groups. While the MEC is able to support the work of these SWGs, additional expertise will be required in the form of short- and long-term technical assistance to allow the SWGs to develop quality syllabi on schedule (see Implementation Plan, Section 3.5 below).

Assistance is also needed in NIED with the development of materials. Some materials development equipment is currently available within the MDU, but because of staffing shortages which will be alleviated by the rationalization process, this equipment is currently under-utilized. As a consequence, fewer than optimum materials are developed to the point of camera-ready copy. In order for the curriculum development effort to proceed during the rationalization effort, NIED urgently needs assistance in the development of new syllabi and materials to the point of camera-ready copy. After the rationalization is completed (December 1995), it is also anticipated that NIED will continue to need assistance with its

[48] If Project funds permit, local or regional conferences will also be organized over the course of the project, so that the EOP conference is the culmination of an ongoing, group-building effort.

[49] In NIED's curriculum development nomenclature, "design" means to create from scratch, or begin developing; "develop" means to work with curriculum or syllabus to the point of publication; "implement" means to deliver to schools and train supervisors and teachers in syllabus use.

SWGs and training and staffing of the MDU, if the production of quality materials is to proceed on schedule. The materials which are produced can then be used in the target schools, if they are produced in a timely manner.

B. BES Support for Curriculum Development The USAID BES Project will build institutional capacity of the MEC by providing short-term technical assistance for the SWGs, and short- and long-term technical assistance for the staffing and training of personnel in the MDU.

i. Syllabus Development In order to assist with the curriculum reform effort, the BES Project will provide short-term technical assistance to assist the SWGs with syllabus design, development, implementation, evaluation, and translation in selected subjects, Grades 1-4. Actual development of materials to the point of camera-ready copy will be handled in the Materials Development component of this Project (see section C. below). The exact requirement for level of assistance will vary according to subject, the expertise of the SWGs, and other factors. For planning purposes, it is assumed that requirements would vary between three and six months of T.A. per subject at each grade level. The overall anticipated level of effort is estimated to be 94 short-term staff (1995-1998) months of which 54 would be provided by Namibian, 28 by regional and 12 by international syllabus development experts.[50] An additional 15 months of short-term TA in translation will be provided in 1994, before the Institutional Contractor staff is in-country, to translate documents identified by the MEC, which are ready for translation.

NIED's Curriculum Development Unit will initiate requests for short-term TA directly to the institutional contractor's COP, and provide recommendations on type and duration of TA services. The institutional contractor, in collaboration with the BES Management Committee, will develop detailed terms of reference, a recruitment strategy and provide support for advertising, interviewing and procurement of identified services. NIED will take the lead in reviewing applications and making final recommendations on selections and obtain approval from the appropriate MEC in-house committee established to oversee this BES function. All procurement of technical assistance (and any other services or commodities procured with USAID funds) will have to conform to USAID procurement regulations. Once hired, T.A.s will be supervised directly by NIED, with T.A. performance subject to review by the Project COP and Project Working Groups.

ii. Local languages syllabus development The Project will provide two years of T.A. for an Indigenous Languages Expert - either up to four years as one long-term T.A. and/or, a combination of one year Long-term and 12 person-months of short-term T.A. - with the option of extension.[51] The Indigenous Languages Expert(s) will be responsible for overseeing the design and development of syllabi and materials for Grades 1-4 in a minimum of five Namibian African languages.[52] The procedure and conditions for identification and

[50] Unless otherwise dictated by the needs of a specific project, preference will be given to Namibian T.A., followed by regional providers, then international ones.

[51] Authorization to extend will be based on deliberations by the Management Committee and will be subject to approval by the Steering Committee and USAID.

[52] Preference will be given to languages used in the schools targeted by this intervention.

selection of these T.A.s will follow the same procedure as with the syllabus development T.A.s, except that key personnel within NIED to make recommendations will be housed in the Languages Division.

C. BES Support for Materials Development The BES Project will provide one long-term Materials Development T.A. and two PCVs, one of whom will be assigned exclusively to materials development for the Target Schools Intervention. These personnel will assist the MDU with the development of teaching and learning materials corresponding to the new syllabi and the processing of camera-ready masters. The T.A. and PCVs will train and assist local staff to operate and maintain desk-top publishing and related equipment. The T.A. and PCV will work with the Sub-Editor in the Materials Development subdivision in MEC to ensure consistency between goals and objectives of the MEC SWGs, the Project's materials development effort, and target schools activities. Provision of this support will be contingent on the availability of permanently-appointed Namibian staff to work with the TA. (See procurement plan, section 3.9).

The Materials Development T.A. and the PCVs, with input from the O-RPs and the C-RPs, will develop two types of materials: those designed for national distribution by the MEC, and those designed for use in the BES Target School Intervention.

i. Materials for national distribution
These materials include:

- Teachers' Guides These guides will be designed and developed in subject areas for which they have not so far been produced.

- Teaching and learning materials These would be simple teaching aids to assist in the implementation of new curricula as needed. Examples of these materials include maps, charts, pictures, alphabets, number charts, etc.

- Continuous Assessment Instruments Each teachers' guide produced will include information on the implementation of Continuous Assessment; simple Continuous Assessment instruments which could be employed by the classroom teacher with minimal effort; a list of basic competencies that learners should be able to achieve in this subject at this grade level; and suggested consolidation activities that classroom teachers could undertake to strengthen the ability of learners who do not reach minimal competencies.[53]

ii. Materials for use in BES target schools These materials include:

- The Teachers' Basic Competencies Manual This is a supplemental package to assist disadvantaged teachers so that they will be able to understand and implement the new curricula to a degree of competence approaching that of more experienced and/or qualified teachers (see 3.3.2. Target Schools Intervention, B.iii.).

[53] This effort would be closely coordinated with the work of the Assessment and Testing-Coordinator. In addition to these assessment instruments, the Project would be developing a set of free-standing continuous assessment tools as well as a grade 4 assessment instrument which would reflect national norms on expected basic learner competencies.

- The O-RP Kit This kit is designed to provide O-RPs with the skills to become competent teacher educators (see 3.3.2. Target Schools Intervention, B.iii.).[54]

- Additional teaching and learning materials This Project will also provide O-RPs and the teachers they are serving with additional teaching and learning materials on an as-needed basis. These materials might include teaching and learning materials beyond the scope of the curriculum reform, concrete objects, and audio and video materials and equipment.[55]

It is understood that in addition to materials developed for this Project, BES target schools will also receive materials and services that go to all Namibian schools independent of Project inputs.

Design and production of all these materials will be congruent with the strong preference held by MEC for educational materials to be created and produced within Namibia. A central objective of this activity will be capacity building through sustainable technology transfer.

D. Anticipated achievements in curriculum and MDU from the Log Frame It is anticipated that by the end of this Project, the following will have been achieved:

- all syllabi based on the new curriculum for Grades 1-4 will have been developed in selected subjects;

- all teacher guides will have been developed in selected subjects to camera ready copy in time for use in target schools;

- all teacher and learner materials will have been designed and developed in selected subjects to camera ready copy in time for use in target schools;

- all necessary units will have been translated;

- a management plan for the MDU structure will have been prepared, and functions will have been developed; and

- a number of core staff (men and women) will have been trained in materials development practices.

[54] With substantial guidance from the C-RPs and TSI-C, the PCVs who are assisting the Materials Development T.A. will take primary responsibility for coordinating the effort to develop the Teachers' Basic Competencies Kit and the O-RP Kit.

[55] NIED has the equpiment for simple video production at a reasonable quality, and the TRCs have moviebox equipment which schools can borrow.

3.3.3 Continuous Assessment and End-of-Grade 4 Assessment

A. Rationale The development of the new primary curriculum, with its emphasis on learner-centredness in Namibian classrooms, has led to the decision by the MEC to introduce a system of Continuous Assessment (CA) at the lower primary level. There is therefore a need to replace the former system of end-of-term and end-of-year (usually written) tests and examinations with more informal, formative methods of assessment. The MEC has already embarked on this process, with working groups already writing basic competencies and a program for CA being developed. Also, the modularized distance-education BETD program, supported by UNESCO, includes some modules on continuous assessment.[56]

Continuous Assessment refers to the process in which the teacher builds a comprehensive picture of individual learner mastery of basic competencies, thus enabling the teacher to address student difficulties as they occur rather than at the end of a school term or school year. Examples of instruments and activities that can be used for CA are: skills checklists, composite profiles, assignments and projects appropriate for the lower primary learner will be included, role-play, peer-tutoring, and informal discussion.

To add to this ongoing effort, the MEC has asked for assistance with the collection and analysis of data, the design of pilot assessment materials, the coordination of a national CA program across subjects for lower primary, the training of teachers in target schools in the use of the materials, and the introduction of the program to teachers nation-wide.

Substantial work on CA has already begun within the Ministry with assistance from other donors. The BES Project will build upon existing materials in this area with three types of assessment development activities:

(1) The collection and analysis of data for the design of pilot CA materials;

(2) The design and workshopping of CA materials and techniques across all subjects in Grades 1-4; and

(3) The development of an End-of-Grade 4 assessment instrument (building on the Baseline Assessment).

B. Collection and analysis of data In order to determine the nature of learners' assessment needs in lower primary, the Assessment Coordinator (AC) and Assessment Research Assistant (ARA), Project-funded advisors described in more detail below, will make initial inquiries to find out how teachers teach, how learners learn, why learners fail. In particular, the following information sources will be considered though not necessarily used if deemed inappropriate by the Project Working Group:

- information gathered by the PITL and pilot team;
- findings of the forthcoming MEC Study of Factors Influencing Failure Rates for Grades 1-3;

[56] The BETD is being developed with the assistance of the SIDA-funded TERP project through the University of Umeå. The UNESCO project is an adaptation of this program for in-service delivery, partly through distance education.

- findings from the 1992 National Baseline Study of 136 schools nation-wide conducted by the MEC and FSU;
- findings from the MEC longitudinal study of 20 schools; and
- O-RPs' and C-RPs' work reports and ethnographic records.

C. Continuous Assessment Instruments, Materials and Techniques The AC and ARA will conduct additional research as necessary to identify basic competencies and areas of greatest need for consolidation support. Then, in collaboration with the Examination Directorate and SWGs, the AC and ARA will begin developing prototypes for two types of CA materials for use with selected subjects in Grades 1-4.

i. A Teacher's Guide to Continuous Assessment This guide, written for the teacher, will be published and distributed nationally by the MEC at lower and upper primary level. The guide will describe what is meant by CA and how it can be used in a learner-centred environment. It will contain examples of instruments that can be used on a daily basis, ideas for detection of relatively common learning problems (e.g., visual, hearing, attention span), and ideas for consolidation when basic competencies are not mastered.

ii. Training Modules for the O-RP Kit The O-RP Kit, written for the O-RP in BES target schools only, will contain modules which provide a basic understanding of some topic embraced by CA. The AC will schedule training for the O-RPs in conjunction with activities planned by the TSI-C. The training modules will be developed by the AC, working with the ARA and Counterpart. The AC will liaise with the Teacher Training Colleges to ensure that the content of the modules will correspond to the BETD curriculum and BETD training.

Once drafts of the Teacher's Guide to Continuous Assessment and Training Modules for the O-RP Kit are developed, they will be forwarded to the MDU for layout and duplication.[57] Through the O-RPs and C-RPs, the materials will be piloted in a subset of target schools, then revised and trailed again in the same schools and an additional subset of target schools. Once the AC and ARA have determined that the Teachers' Guide and Training Modules have been sufficiently trailed, they will submit them to the MDU to be developed for duplication and distribution to the target schools. The AC and ARA, with the help of the O-RPs and C-RPs, will then monitor the effectiveness of the implementation of CA materials which will be developed in the final version to the point of camera-ready copy.

All materials will be produced and published by the BES Project for the Target Schools, and the camera-ready versions will be made available to the MEC for publishing and national distribution. If at any point the MDU is unable to assist with the equipment or staff necessary for desktop publishing, the BES Project will provide Short-Term Technical Assistance to complete the task, as well as desk-top publishing equipment, if necessary. Throughout the process, the AC will work with the NIED Assessment Research Officer and the Examinations Directorate to coordinate content, approaches, and basic competencies. To the greatest extent possible, materials will be coordinated with existing MEC and other donor material.

[57] Duplication of all materials to be used in the target schools, including pilots and the final version, will be provided by the BES project. Materials published for schools outside the target schools will not be duplicated by this Project.

iii. Regional workshops on Continuous Assessment The AC and ARA, with the assistance of teacher educators from the MEC, will design and implement a series of one-day workshops from all seven educational regions throughout Namibia. Participants will include teacher educators from the TTCs and TRCs in those regions, as well as Circuit Inspectors, Advisory Teachers, and School-Based Teacher Educators. The purpose of these workshops will be to introduce participants to the theory and rationale of Continuous Assessment, as well as to walk them through several experiential exercises which illustrate effective methods of CA. All participants will receive copies of the Teachers' Guide to Continuous Assessment, and will be invited to attend the EOP Conference to be held in 1998.

iv. End-of-Grade 4 Assessment This Project will build upon the End-of-Grade 4 Assessment instrument already being designed by the FSU team in conjunction with the MEC. When fully developed, it will measure basic competencies acquired in the first four years of school in English language, Mathematics, Natural Science and Health Education, Social Studies and vernacular language.

This assessment is not a norm-referenced test, designed to compare one student's performance to another's, or to compare one school's performance to another's. Nor is it a criterion-referenced test, designed to establish objective standards by which teachers can justify retaining learners. Rather, it is a measure of basic competencies achieved in the first four grades by each learner so that he/she can achieve maximum success throughout the school year. Accordingly, this assessment will be scored at the school level only. The results are intended to be used internally by Grade 4 and 5 teachers in those schools to assist them with identifying where learning fails, where instruction fails, and how to provide consolidation activities for learners when they do not achieve a certain competency. The results are also intended to be used by the MEC to improve the curriculum and materials development and teacher training effort for lower primary in general: information concerning where teachers and learners typically have difficulties will be fed up by the O-RPs through the C-RPs to the TSI-C and NIED.

As with the Continuous Assessment materials, the AC and ARA will work closely with the Examinations Directorate on the development of this instrument.

v. The Assessment Coordinator (AC) The AC's primary role will be to oversee the development of all assessment materials and protocols from research to development and piloting to evaluation to workshopping. The AC will also be responsible for liaising with the appropriate personnel in NIED, and supervising and training the ARA. The AC will be hired as a Long-Term Technical Assistant hired through the institutional contractor and will report directly to the COP.

vi. Assessment Research Assistant (ARA) The ARA's primary role will be to assist the AC with the data collection and research required to develop and implement the assessment materials described above. He/she will be a local hire serving for the LOP, and will report directly to the AC.

D. Anticipated achievements in curriculum and MDU from the Log Frame It is anticipated that by the end of this Project, the following will have been achieved:

- curriculum assessment materials, including protocols and instruments, will have been developed in all core subjects for Grades 1-4;

- teachers guides for Continuous Assessment will have been developed and tested and presented in workshops;
- consolidation materials will have been developed in selected subject areas;
- standard school based assessment instruments and protocols will have been developed and used in Grade 4 in 80% of all schools; and
- seven regional continuous assessment workshops will have been held.

3.4 Monitoring and Evaluation Plan

The USAID Project Manager will be responsible for monitoring the progress of the institutional contractor and Peace Corps in implementing Project activities and achieving Project targets End of Project Status (EOPS). This will be accomplished through analysis of: component evaluations, workshop reports, proceedings from regional conferences and the end of Project conference, other documentation from the institutional contractor and Peace Corps, published MEC statistics and through site visits. In addition the USAID Project Manager will conduct internal AID Project implementation reviews (PIR) on an annual basis[58].

Project monitoring will require periodic reports submitted by the Peace Corps and the Institutional Contractor to USAID and MEC. These reports will consist of:

1. Semi annual progress reports indicating progress made against the annual work plan;
2. Annual reports indicating progress towards each of the Project output indicators (see logframe) including all Project information required to meet the needs of USAID/Namibia annual PIR and assessment of program impact (API);
3. Evaluation reports on specific pilot activities, including:

    A. One-on-one teacher education model;
    B. O-RP Kits (inc. 10 training modules for continuous assessment);
    C. Teachers' Basic Competencies Manuals;
    D. A Teacher's Guide to Continuous Assessment;
    E. End-of-Grade 4 Assessment;
    F. Curriculum and teaching and learning materials developed through Project assistance;
    G. Other activities, approaches, methodologies if designed and approved by the Project Working Groups.

[58] While PIRs are an internal USAID requirement it will be useful to all the project implementors.

4. Quarterly financial reports indicating cumulative expenditures against an approved annual budget. The financial report will also include a quarterly and cumulative variance analysis[59].

Much of the evaluation work outlined in number 3 above will be part and parcel of the daily work of both technical assistants and Peace Corps Volunteers. The management and support structures developed for Project components have been designed in order to facilitate to the greatest extent possible information flows between different levels of the educational system and the Project. It is envisaged for example that O-RPs on arrival will develop ethnographies of lower primary education in their cluster which will include the collection of specific data[60] which will be used as the baseline against which Project activities can be evaluated. The baseline will include basic socio-economic information/community profiles as well as information on communities, parents, teachers and learners attitudes, motivation and expectations towards lower primary education.

O-RPs will continue to report on key subject areas, number and gender of teachers trained by type of training (one on one activities and in workshops) and other relevant Project indicators, throughout their tenure. In addition O-RPs and C-RPs will be asked to report on the effectiveness of tools developed for their use, the reactions of educators in their clusters to these tools and to new curriculum as well as to learning and teaching materials as they are introduced, and the availability of key inputs (especially those developed or supported through Project activities). Where it is judged necessary by the Project Working Groups, external evaluations of these inputs will be arranged by the institutional contractor using funds set aside for this purpose in their budget.

In addition to information (both baseline and ongoing) gathered by O-RPs the Institutional Contractor will ensure that all Technical Assistance provided is involved in both monitoring and evaluating the activities in which they are engaged. For example [61],

The AC will:

- pilot and evaluate the materials they develop,
- independently observe the utilisation of these materials and the performance of teachers with respect to CA,

[59] USAID and MEC need this information in order to review expenditure levels, allocate resources, assess progress towards project objectives, and evaluate project impact each year.

[60] The short term TA brought in under item H of the project will design protocols for use by O-RPs. The development of these protocols will be informed by the applied research efforts of MEC (including the National learner baseline assessment, the longitudinal study of 20 schools; the factors behind failure study and the monitoring system for inputs to basic education reform), NERA and UNAM and will information required for measuring impact as indicated in the project log frame as well as key subject areas which might impact on the success of project interventions. These protocols (both the one designed for the preliminary baseline as well as that to be used for on going reporting) will be discussed with members of MEC EMIS prior to field testing and adoption. The protocols will be developed in conjunction with Peace Corps and the USAID Project Manager as the primary collector and utilizer of the information.

[61] Refer to project description and TA/O-RP/C-RP job descriptions.

- assist with the overall monitoring the effectiveness of the implementation of the continuous assessment materials,
- assist in the design trialling and modification of a grade 4 assessment,
- observe O-RPs conducting CA workshops, and
- conduct end of regional CA workshop evaluations;

The TSI-C will:

- review and compile O-RP and C-RP reports,
- evaluate O-RP and C-RP performance based on site visits,
- prepare workshop reports, and
- participate in evaluating activities and materials piloted through the Project;

the IMP-C will:

- monitor the establishment of MDU, and
- monitor and evaluate the training of MDU staff.

the MTL-C will:

- monitor the revision and amendment of draft syllabi in Namibian languages,
- monitor the implementation of these syllabi in target schools,
- monitor the development of materials in Namibian languages in accordance with the Project implementation plan,
- monitor and evaluate the training of language, and specialists in MEC and the regions.

the Chief of Party will:

- oversee the above activities,
- monitor the performance of short term TA hired through the Project,
- monitor the development and translation of syllabi, teachers guides and teaching and learning materials as defined in the Project implementation plan,
- monitor the assumptions indicated in the log frame and report to both USAID and the Project Steering Committee any matters which may impact negatively on the achievement of Project EOPs (purpose level indicators) and progress indicators (output indicators).

The Institutional Contractor will also be responsible for ensuring that an end-of-grade 4 assessment is administered in target schools on a yearly basis. This assessment will build upon the work undertaken by MEC/FSU on the national learner baseline assessment and will be developed by the short term TA provided for through item H of the budget.[62].

In addition to on going monitoring, the Project will be formally evaluated (with preference given to participatory evaluation methodologies) in 1996 and 1998. Evaluation will focus upon the institutional and people level impact of the Project. The evaluations will also examine the appropriateness of Project strategy, technology, and the kind, quantity and quality of inputs of resource inputs. If anticipated achievements have not been met the evaluation will determine to what extent this can be attributed to the various assumptions indicated in the Project Paper.

Finally one nonfederal audit is scheduled to take place in 1998. USAID will be directly responsible for these evaluation and auditing activities. To the maximum extent, competition will be ensured through the use of buy-ins and IQCs under competitively awarded contracts.

All project monitoring and evaluation activities will be designed to minimize burden on the MEC and to maximize the utility of this information to the Ministry for their own planning and policy analytic purposes as well as strengthening research capacity within NIED.

3.5 Implementation Plan

The following chart (Table 6) lays out the plan for implementing the Project activities which have been described in detail in Section 3.3 above. Each of the major steps to be taken in initiating and carrying out the Project is listed, with the approximate date it is to be done and which agency or individual is responsible for that action.

Table 6: Implementation Plan

DATE	ACTIVITY	RESPONSIBLE PARTY
	1994	
June	BES Project Amendment reviewed/concurred in by REDSO/ESA, RLA, REGCON, RECON.	REDSO/ESA
June	Peace Corps team Visit	MEC, in consultation with USAID and Peace Corps
June	BES ProAg Amendment signed	MEC, NPC, USAID/Namibia
July	PIO/T completed CBD Notice published	USAID/Namibia
July or August	RFP issued	USAID/Namibia

[62] The end of grade 4 assessment may also be administered in "control" schools (possibly advantaged schools) or the data from the MEC longitudinal study will be used to ascertain how the gap between the two samples is being reduced. Options require further discussion and the finalization of the assessment instrument will take place during the first months following the award of the Institutional Contract.

DATE	ACTIVITY	RESPONSIBLE PARTY
July	Peace Corps Assessment	Peace Corps
August/September	PASA signed	RCO and Peace Corps
September	Procure Project Vehicles PCVs	RCO/RCMO Pretoria
September	Project start-up activities: Programmatic, logistical	Project Initiation Team Leader (PITL), Local TA
September	Start-up TA and PITL	USAID, MEC, Peace Corps
September-December	Identify schools/clusters for 1995 team	PITL, PCV
September-December	Other start-up activities: Translation, curriculum development	Other start-up TA
September-December	Organize PCV housing for 1995 team	PITL, Advance Team PCVs Peace Corps/Prog Asst Ed, USAID Project Manager
October	Proposals reviewed	USAID, MEC Steering Committee
October (Annually) October-November	Assessment Program Impact (Annual) Develop baseline and monitoring protocols for ORPs, if necessary	USAID
November	Procure/secure 13 4WDs for C-O-RPS/PCVs	RCO, Project Manager
Late November	Institutional Contractor selected	USAID, MEC
November-December	Training of 1995 team	PITL, PC Prog Asst/Education, MEC
	1995	
January 1995	Arrival of Materials Development Coordinator and PCV assistants	Inst Contractor/Peace Corps
January-June	Initial assessment activities	Start-up TA
January-June	Initial baseline activities	O-RPs
January-June	Procure office, equipment, furniture, materials, supplies	PITL, Support Staff
January-LOP	Recruit short-term TA: Curriculum development	MEC (once candidate is identified, IC will process the contract)
March	TSI-C arrives	Institutional Contractor
March	CA-C arrives	Institutional Contractor
June-LOP (quarterly)	Institutional Contractor Report	Institutional Contractor
June-LOP (quarterly)	Peace Corps Report	Peace Corps

DATE	ACTIVITY	RESPONSIBLE PARTY
September-LOP	Development of continuous assessment materials, End-of-Grade 4 Assessment	Assessment Coordinator, Assessment Research Assistant
September-December	Pre-service training: O-RPs and C-RPs	TSI-C, PC PCPS/Education
September (2 per year per region)	Regional target school conferences	TSI-C, MEC
December (annual for LOP)	End-of-Grade 4 Assessment Implemented	Assessment Coordinator, Assessment Research Assistant
1996		
January	Baseline studies, target schools	O-RPs, C-RPs
January-December	Production of drafts of pilot materials	Materials Development Coordinator, PCV Materials Dev. Specialists
January-December	Production of drafts of pilot CA material	Assessment Coordinator, Assessment Research Assistant
September	Procure second group of PCV vehicles (40)	Project Manager
September-December	Training: O-RPs and C-RPs, Cycle B	APCPS/Education, TSI-C
1997		
January	Mid-term USAID evaluation	USAID/Namibia
January	Baseline studies of additional target schools	O-RPs, C-RPs
January-December	Production of drafts of pilot materials	Materials Development Coordinator, PCV Materials Dev. Specialists
1998		
January	Baseline studies of additional target school	O-RPs, C-RPs
May	End-of-Project Conference	TSI-C, PCPS/Peace Corps, COP
1999		
Jan - March	Nonfederal Audit	Local auditing firm
January-March	Final evaluation	USAID Project Manager, External evaluator

The following Gantt Chart provides a graphic illustration of the major steps to be undertaken in Project implementation over the life of the Project.

Table 7: TIMELINE OF MAJOR IMPLEMENTATION ACTIONS FOR BES PROJECT

ACTIVITY	1994				1995				1996				1997				1998				1999	
BES Proj. Agreement Amendment signed		X																				
PASA signed (RCO and PC/Wash)																						
USAID Project Implementation Review						X				X				X				X				
USAID Assessment Program Impact			X				X				X				X				X			
Project Initiation Team Leader																						
Institutional Contractor selected			X																			
Start-up Activities/TA: M&E																						
Local TA: Translation, etc.			2.5																			
Other Start-up: Admin/Logistical support			2																			
Procure Project (PCV) vehicles			40									40										
Procure 4WD vehicles, for project C-RPs				13																		
Procure hsg for 1995 O-RPs/PCVs																						
Identify schools/clusters for 1995 team																						
Training: PCV Pilot and Advance Teams																						
Start-up TA: Assessment																						
PC: Support Staff (Prog Asst)																						
Pilot & Advance Team																						
Office Equipment and Furniture					X				X				X									
Namibian TA: Curriculum Dev. (54 mos.)					X		X		X		X		X		X		X		X			
Regional TA: Curriculum Dev. (28 mos.)					X		X		X		X		X		X		X		X			
International TA: Curriculum Dev. (12 mo.)					X		X		X		X		X		X		X		X			
O-RP baseline & monitoring protocol dev.																						
Project Manager Selected USAID																						
Chief-of-Party																						
Support Staff																						
Home Backstop						40%																
Mother Tongue Language Expert																						
Assessment Coordinator TA																						
Assessment Research Assistant																						
TSI-C																						
TSI-C Secretary/Administrative Assistant																						
Target School Local Research Assistant																						

ACTIVITY	1994				1995				1996				1997				1998				1999	
Institutional Contractor Report						X		X		X		X		X		X		X		X		
Peace Corps Report						X		X		X		X		X		X		X		X		
Support staff: Admin/Inst. contractor																						
Materials Development TA																						
Training: PCV O-RPs & C-RPs, Cycle A																						
Regional Target School Conferences								X		X		X		X		X		X		X		
End-of-Grade 4 Assessment								X				X				X				X		
PCVs: O-RPs and C-RPs, Cycle A																						
PCVs: O-RPs and C-RPs, Cycle B																						
PCVs: Materials Production									2													
PC: Prog Asst/Education																						
PC: Prog Asst/Education																						
O-RP baseline									X				X				X					
Training: PCV O-RPs & C-RPs, Cycle B																						
Evaluation: EIA											X											
PC: Prog Asst/Education																						
End of Project Conference																		X				
Nonfederal Audit																					X	
Project evaluation: External																					X	

3.6 Project Management

Management of the BES Project will be kept relatively straightforward and with as few separate management components as possible. The USAID/Namibia Mission will provide a Long term USPSC Project Manager and a small project office; provision of long and short-term technical assistance will be coordinated through the Institutional Contractor; Peace Corps Volunteers will be utilized extensively for the target schools intervention element; and MEC, through the Steering Committee, will provide overall coordination for the Project.

3.6.1 Project Steering Committee

Members: Minister of Education or his representative - Chairperson, and such Directors or other officials as MEC may appoint (for example Director of NIED, Director of Primary Educational Program Implementation, Director of the Examinations Directorate, Director of Planning, Director of Finance and Administration).[63] In addition, the Director of USAID or his/her representative, the Director of Peace Corps and the Chief of Party will be included.

Role: The primary role of the Project Steering Committee will be to provide the overall vision, planning and oversight of the Project, including making key decisions about policies, hiring, and design changes. Decisions of the Project Steering Committee will, of course, have to be in accordance with broader MEC policy and/or regulations, and the participation of high level MEC officials will ensure that. The Project Steering Committee will meet regularly, possibly monthly or every other month, for the first year of the Project, and three times a year or as-needed thereafter until the EOP. As the Project evolves the Steering Committee may alter the composition as appropriate and may include representatives from other similar projects.

Responsibilities:

- Liaise between the Ministry and USAID.
- Approve calls and advertisements for tenders (requests for proposals), as well as the selection of the Institutional Contractor advisors, consultants and assistants (in accordance with MEC and USAID rules and regulations);
- Approve the final selection of target schools.
- Approve a strategic plan for the LOP developed by the Chief of Party, including a vision statement, goals and objectives, in order to set priorities for Project activities.
- Each year, approve revisions as necessary to the Life of Project plan[64].

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[63] MEC is currently undergoing a transition in its management, and therefore its representatives on the Project Steering Committee will be named at a later date, but before Project implementation begins.

[64] For example it may be possible to expand project staff roles during the LOP. If the C-RP's work is on schedule, he/she might be able to respond to some of these needs or requests. Pending approval by the TSI-C and the Project Steering Committee, additional responsibilities could include:

- assisting with MEC-sponsored workshops in Windhoek related to the implementation of new syllabi;

- Coordinate key Project activities and review the progress therefor including all Project expenditures to ensure that they are implemented in accordance with Project objectives.

- Make recommendations concerning staffing positions, including the hiring, extending of contracts, probationary action and firing of all Technical Assistants.

- Make recommendations concerning changes in Project conditions or direction when required.

- Develop policies related to all of the above as needed.

- Perform other functions deemed necessary for the good management of the Project by the Committee.

3.6.2 Project Management/Working Group(s)

In addition to the Project Steering Committee, key Project staff will be invited to participate in the MEC Curriculum Coordination Committee on a regular basis to ensure the effective coordination of different Project components. In addition, the Technical Staff (including the USAID Project Manager and the Peace Corps PCPS for Education) will be invited to participate in MEC committees relevant to their area of expertise and/or specific Project working groups will be created. For example, the TSI-C will be invited to join the Teacher Education Coordination Committee which meets three times a year in Windhoek as well as becoming a member of the Regional Coordination Committee. C-RPs will also be invited to participate in regional committees.

Roles: The primary role of the Project Working Group(s), be they existing MEC committees and/or project committees, will be the direct technical oversight, supervision and coordination of the Project. This will be critical for regular supervision on a technical level and the group (s) will be empowered to make decisions on technical matters related to Project implementation. The senior long-term technical advisors hired by the Institutional Contractor will report administratively to the COP, but will take technical direction from the Project Working Group(s). The Working Group will be responsible for providing technical direction for the Project, as well as discussing and making decisions on all technical issues which require coordination among the various offices and agencies involved in Project implementation. With regard to policy issues, the Project Working Group will discuss the issues and make recommendations to the Project Steering Committee for final resolution or decisions.

3.6.3 Peace Corps Personnel

It is anticipated that the Peace Corps will be the implementing agency for the Target Schools Intervention and that an agreement with the Peace Corps under a Participating Agency Support Agreement (PASA) will be negotiated and signed between USAID and Peace Corps

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- assisting with the development of Resource Teachers/facilitators', Principals' and Advisory Teachers' training manuals.
- assisting ORPs and Advisory Teachers with teacher education activities outside of school clusters.

for the services outlined under the Project[65]. This will include the provision of ORPs in target schools working directly with disadvantaged teachers. It will also include some CRPs to work at the regional level. Peace Corps will provide administrative support for the PCVs in the field; technical supervision will be provided by the Institutional Contractor's TSI-C, based in the field and, as appropriate, by MEC. Peace Corps staff required to handle program and administrative support matters for the volunteers, including a medical nurse, will be funded either under the PASA or directly by Peace Corps Washington as their contribution.

3.6.4 Institutional Contractor

Preference would be that long and short-term technical assistance be incorporated into one contract for the life of the Project under a performance based contract against stated Project objectives or outputs and within a stated time frame. The Mission has determined that the Project activities are better suited to implementation through an Institutional Contract procured under a full and open competition[66]. It is anticipated that the Institutional Contractor will have five long-term TA personnel, including the Chief of Party (COP), several of whom may be recruited from within Namibia or the surrounding countries. Short term TA personnel, up to 94 person months over the LOP, will be utilized to address specific technical issues, and it is anticipated that 54 months of the short term TA will be acquired from within Namibia, another 28 months will be recruited from within the region and the remaining 12 months from the U.S. and/or Code 935.

3.6.5 Responsible USAID Officer

The USAID Representative in Namibia is responsible for overseeing the BES Project in the field. This includes assuring compliance with any and all USG regulations concerning implementation of the Project and accountability for Project funds. He/she will be assisted by the Program Officer, acting as the USAID/Namibia BES Project Officer, by a long-term USPSC Project Manager (within ceiling) and an administrative assistant, all of whom will be housed in the Mission.

3.6.6 Counterpart Requirements

To ensure sustainability, technology transfer and effective utilization of Project assistance, MEC will need to assign counterparts, be they one person or several persons, from permanently appointed Namibian staff to work with long-term Project technical assistance staff. It is understood that counterparts need not necessarily be only one individual; sometimes it will be more appropriate for several persons to be the counterpart, or even that the counterpart may change at different stages of the Project. It is also understood that the counterpart(s) will not have to spend all his or her or their time with the Project staff. Rather, the counterparts will be available to meet with Project staff as required, and will help

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[65] In addition, Peace Corps will support one or two instructional materials processing specialists who will be based at NIED.

[66] After careful and thorough review of information provided by the Regional Contracting Officer and AID/W and consideration of the various options for set-asides for socially and economically disadvantaged small businesses and Historically Black Colleges and Universities (HBCUs) which might be available to implement this project, the Mission determined that, due to the size and complexity of the project, it was necessary to procure these services through full and open competition.

to ensure effective coordination of Project activities with MEC priorities, as well as ensuring that new skills, technologies and methodologies developed under the Project are retained within the MEC.

Following is a list of the major long-term technical assistance positions being provided under the BES Project and a description of the counterpart requirements for each position. In addition, MEC has agreed to assign staff to participate in semi-annual reviews, RFP preparation and contractor selection, and in formal evaluations.

Chief of Party The Chief of Party (COP) of the Institutional Contractor will not require an individual counterpart in the MEC. The MEC will be appointing members to a high level Steering Committee and constituting working group (s) at lower levels to organize liaison between the various divisions of the MEC and this Project on which the COP may sit.

Language Specialist in Syllabus Design and Materials Production The MEC has agreed to identify a Senior Education Officer or Subject Specialist in the sub-division: African Languages to work with the specialist. The specialist will work with Subject Working Groups (SWG) convened for Namibian Language curriculum development and with other SWG's as required.

Assessment and Testing Coordinator The activities of the Assessment and Testing Coordinator will be coordinated by a Senior Research Officer within the MEC. The Coordinator will work with the Senior Research Officer or a designated Research Officer to assist subject working groups to draft assessment input as part of the curriculum material and to draft and trial a guide to Continuous assessment. Counterparts will be designated in the Examinations Directorate to work with the coordinator on the end of grade 4 assessment.

Materials Development Coordinator[67] The MEC has agreed to assign the Chief Education Officer in the Division: Professional and Resource Development to coordinate the activities in the Materials Production Coordinator within the MEC, until the appointment of the Sub-Editor in the unit by June 1995. After the appointment, the Sub-Editor will work as counterpart with the Materials Development Coordinator.

Target Schools Intervention Coordinator The MEC has agreed to include the TSIC on the Teacher Education Coordination Committee at both national and regional levels which will assist in the management and coordination of the target school intervention component of the Project. The MEC has also agreed to identify Regional Education Officers, in those regions in which the Project is implemented, to work with the coordinator in the regional coordination of activities.

Target Schools Intervention Research Assistant[68] The MEC has agreed to assign an education trainer in the in-service and pre-service unit to work with the target school

[67] Materials development is defined as the design, development, processing and where applicable (ie materials exclusively for the target school intervention) reproduction.

[68] The main emphasis of the Target School Intervention Research Assistant is on teacher education rather than materials production.

intervention coordinator and research assistant to inform the production process of Project-specific materials within the MEC[69].

On-Site Resource Persons The MEC has agreed to instruct its Regional Offices to identify a school principal/advisory teacher/resource teacher/inspector to assist with the coordination of the O-RP program within the cluster, and a teacher in each school in a cluster to assist with the coordination of the school-based activities of the O-RPs.

Circuit Resource Persons The MEC Regional Offices will be instructed to identify an Education Officer to oversee the activities and program of the C-RPs within the education circuit. C-RPs will also be invited to sit on MEC regional coordination committees.

3.7 Project Budget and Financial Plan

3.7.1 Illustrative Project Budget

On the following page is a detailed Project budget table. Immediately following the budget table is a financial plan, providing an explanation of each line item in the budget.

[69] It is the intention of the project that any research conducted will be relevant not only measuring the project's impact but also to critical information gaps in MEC.

Table 8: BES Amendment - Illustrative Project Budget

	Units per Year						Calendar Year	Cost per Year					
	94	95	96	97	98	99	Mar 91 - Aug 94	94	95	96	97	98	99	Total Cost
1. NPA-related Sunk Obligations							1,000,000							1,000,000
2. Start-up														
A. PITL	0.3	0.7						68,100	158,900	0	0	0	0	227,000
B. Start-up TA	1	1						20,000	20,000	0	0	0	0	40,000
C. Local TA	8	7						16,800	14,700	0	0	0	0	31,500
D. Other Start up	0.2	0.8						15,000	60,000	0	0	0	0	75,000
SUB-TOTAL								119,900	253,600	0	0	0	0	373,500
3. Project Managment, Monitoring Evaluation and Impact Assessment														
A. Project Staff														
1. Manager	0	0.6	1	1	1	0.5		0	114,000	190,000	190,000	190,000	95,000	779,000
2. Support Staff	0	0.6	1	1	1	0.5		0	45,000	75,000	75,000	75,000	37,500	307,500
B. Operating Costs	0	0.6	1	1	1	0.5		0	15,000	25,000	25,000	25,000	12,500	102,500
SUB-TOTAL								0	174,000	290,000	290,000	290,000	145,000	1,189,000
4. Institutional Contract														
A. Administration														
1. Start-up TA	2							46,000	0	0	0	0	0	46,000
2. Chief of Party		0.7	1	1	1	0.3		0	175,000	250,000	250,000	250,000	75,000	1,000,000
3. Support Staff		0.7	1	1	1	0.3		0	37,100	53,000	53,000	53,000	15,900	212,000
4. Home Backstop		0.3	0.4	0.4	0.4	0.4		0	36,000	48,000	48,000	48,000	48,000	228,000
5. Office Equip & Furn		0.7	0.2	0.2	0.2			0	70,000	15,000	15,000	15,000	0	115,000
6. Running Costs		5	12	12	12	3		0	75,000	180,000	180,000	180,000	45,000	660,000
B. Syll & Inst Matls Development *														
1. Mother Tongue Lang Expert		0.7	1	1	1			0	112,000	160,000	160,000	160,000	0	592,000
C. MEC Short term TA														
1. Namibian TA		15	15	15	9			0	75,000	75,000	75,000	45,000	0	270,000
2. Regional TA		7	7	7	7			0	94,500	94,500	94,500	94,500	0	378,000
3. International TA		3	3	3	3			0	54,000	54,000	54,000	54,000	0	216,000
4. Fee on s/t TA								0	20,115	20,115	20,115	17,415	0	77,760
D. IM Production														
1. Plan, Mgmt, Train		0.5	1	0.5				0	80,000	160,000	80,000	0	0	320,000
2. Equipment			0.5	0.5				0	0	50,000	50,000	0	0	100,000
E. Assessment and Testing														
1. A&T-C TA		0.7	1	1	1			0	175,000	250,000	250,000	250,000	0	925,000
2. Loc Res Assist		0.7	1	1	1			0	22,400	32,000	32,000	32,000	0	118,400
F. Target School Intervention														
1. TSI-C		0.7	1	1	1			0	175,000	250,000	250,000	250,000	0	925,000
2. Secretry		0.7	1	1	1			0	14,700	21,000	21,000	21,000	0	77,700
3. Loc Res Assist		0.7	1	1	1			0	14,700	21,000	21,000	21,000	0	77,700
4. Training PCVs	12	50	50	0	0			14,400	60,000	60,000	0	0	0	134,400
5. Kits & Supplies		30	120	240	120			0	90,000	360,000	720,000	360,000	0	1,530,000
G. General Capacity Building		1	1	1	1			0	50,000	50,000	50,000	50,000	0	200,000
H. Pilots & Impact Assessment														
1. Start-up TA		6						0	138,000	0	0	0	0	138,000
2. Assessments		1	1	1	1			0	90,000	90,000	90,000	90,000	0	360,000
I. Vehicles														
1. 4 Wheel Drive		4						0	160,000	0	0	0	0	160,000
SUB-TOTAL								60,400	1,818,515	2,293,615	2,513,615	1,990,915	183,900	8,860,960
5. Peace Corps Component														
A. Extending PCVs		12						0	240,000	0	0	0	0	240,000
B. Cycle A (34+6)			40	40				0	0	800,000	800,000	0	0	1,600,000
C. Cycle B (34+6)				40	40			0	0	0	800,000	800,000	0	1,600,000
D. Matls Prodn PCV			2	2				0	0	40,000	40,000	0	0	80,000
E. Facilities Upgrades		10	40	40				0	50,000	200,000	200,000	0	0	450,000
F. Furn & Equip		1	0.2	0.2	0.2			0	15,000	3,000	3,000	3,000	0	24,000
G. Misc Expenses		1	1	1	1			0	5,000	5,000	5,000	5,000	0	20,000
H. Project Admin			2	3	1			0	0	64,000	96,000	32,000	0	192,000
I. Medical Staff		1	1	1	1			0	9,000	9,000	9,000	9,000	0	36,000
SUB-TOTAL								0	319,000	1,121,000	1,953,000	849,000	0	4,242,000
6. Vehicles														
A. 4 Wheel Drive (12 PCV + 1 APCD)		13						0	520,000	0	0	0	0	520,000
B. Assorted O-RP		6	30	36				0	54,000	270,000	324,000	0	0	648,000
SUB-TOTAL								0	574,000	270,000	324,000	0	0	1,168,000
7. External Evaluation & Audit														
A. Evaluation				1		1		0	0	0	180,000	0	180,000	360,000
B. Non-Federal Audit						1		0	0	0	0	0	40,000	40,000
SUB-TOTAL								0	0	0	180,000	0	220,000	400,000
TOTAL WITHOUT INFLATION & CONTING							1,000,000	180,300	3,139,115	3,974,615	5,260,615	3,129,915	548,900	17,233,460
Inflation & Conting 6.8 %								12,257	213,395	270,192	357,613	212,770	37,314	1,103,540
USAID TOTAL WITH CONTINGENCIES **							1,000,000	192,557	3,352,510	4,244,807	5,618,228	3,342,685	586,214	18,337,000
GRN In-Kind Contribution 25% ***							333,333	64,185	1,117,502	1,414,934	1,872,741	1,114,227	195,404	6,113,000
PROJECT TOTAL USAID + GRN							1,333,333	256,742	4,470,012	5,659,741	7,490,969	4,456,912	781,618	24,450,000

Notes: * Item 4.B.1 Mother Tongue Language Expert will be recruited for an initial assignment of 24 months. Budgeted funds allow extension.
** This Amendment authorizes $ 17,337,000 in addition to the $ 1,000,000 which has already been authorized.
*** GRN In-Kind Contribution Rounded Upward from $6,112,529 to $6,113,000

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Table 9: Planned Obligation and Commitment Schedule
US Dollars

Fiscal Year Schedule

	Prior to Amendment 2			Amendment 2						
	FY 91	FY 92	FY 93	FY 94	FY 95	FY 96	FY 97	FY 98	FY 99	TOTAL
Obligation	500,000	500,000	0	6,000,000	4,250,000	3,000,000	2,500,000	1,587,000		18,337,000
Commitment Schedule	150,000	250,000	300,000	6,042,000	3,800,000	3,100,000	2,500,000	2,000,000	195,000	18,337,000
Pipeline	350,000	600,000	300,000	258,000	708,000	608,000	608,000	195,000	0	0

3.7.2 Financial Plan

The following financial plan is keyed to the line items in the above Project Budget, and provides a more detailed description of each major line item.

1. NPA Sunk Costs

The BES Project (673-0006) was authorized in March 1991 at $500,000 LOP funding as a companion project to the Mission's Basic Education Reform Program (673-0003). The following year, an additional $500,000 was authorized and obligated. Approximately $700,000 of these initial funds will have been disbursed prior to the authorization of the current (second) amendment. To date, funds have been used to support external monitoring and evaluation activities, through a buy-in to the centrally funded ABEL project. Seven separate field visits (including two major Program evaluations) and considerable redesign work (related to the abortive July 1993 amendment of 673-0003) were undertaken under this buy-in. In addition, the project supported Mission project management staff, including a full-time Project Manager from project inception, and support staff (administrative officer, secretary and data analyst since January 1994), as well as furniture, equipment, vehicle and operating expenses. For the past year Project efforts have focused less on Program (673-0003) management monitoring and evaluation and more on design of the amended Project (673-0006).

Anticipated residual funds from the initial obligations (estimated at $300,000) of the $1,000,000 in line item 1, are assumed to cover Project Management and related costs for the remainder of 1994 and the first five months of 1995. (Budget lines 3.A and 3.B)

2. Start-Up

Successful project implementation requires that work on a number of key project elements begin prior to the selection and arrival of the institutional contractor. These activities relate to selection of target schools and identification of appropriate interventions for each, development of training materials for PCVs, design and testing of baseline assessment instruments, and general planning activities. Therefore, prior to the arrival of the IC, the Mission will undertake and/or commission a series of preparatory activities to facilitate timely project implementation, as well as a Project Initiation Team Leader, to oversee the various studies and coordinate the analyses.

A. Project Initiation Team Leader (PITL) This individual will be hired directly by the Mission on a one-year fixed cost contract, competitively advertised, to oversee the various studies and analyses necessary prior to project start-up. The PITL will coordinate with MEC and will travel to potential project sites to begin the process of identifying likely target schools and types of interventions required. The PITL will be essential for laying the groundwork for the project and for ensuring a smooth transition to the long-term Project staff.

B and C. Short Term TA It is anticipated that approximately two months of US-based TA will be required to develop baseline and monitoring data collection instruments based on applied research in Namibia and information collected May to September, 1994,

by the PITL. Also, 15 months of local short term T.A. will required for translation of curriculum and learning and teaching materials.

D. Other Start-Up Funds have also been budgeted for associated costs such as in-country travel (including car and airfares), meetings and workshops, commodities, specialized studies, and other activities which may be critical during this phase, as well as for the initial development of the PCVs' basic teaching kit.

3. USAID Project Management

USAID will maintain an in-house project office. Services of a long-term USPSC will be procured by the Mission. In preparation of the budget, it is assumed that the approximately $300,000 of undisbursed funds, remaining from the $1 million obligated to support the companion NPA-related activities (673-0003), will be used to cover project management costs through early 1995.

A. Project Staff

1. Project Manager It is anticipated that once the Institutional Contractor is up and running, only one US-PSC Project Manager, will be required, with the support of a local administrative staff. The former is within the US Mission USPSC ceiling and the staff will be Namibians locally hired.

2. Operating Costs Routine operating costs including communication, supplies, equipment, furniture, travel, support services (provided by the Mission and/or local contractors), and possibly rental of office space.

4. Institutional Contract

The Institutional Contractor (IC) will provide the bulk of the day-to-day technical management of the Project. They will include long-term staff recruited locally and internationally (see list page 55), from both the U.S. and the region, as well as a significant number of short-term technical assistance. The GRN has identified office space for members of the institutional contract at MEC (in Windhoek) and at NIED (in Okahandja); other office space, particularly in the region, may have to be rented.

A. Project Administration

1. Start-Up Term T.A. To expedite Project implementation, it is assumed that upon signing of the institutional contract, an advance person will be sent to Namibia to finalize logistic arrangements including rental of office and housing, office furniture and equipment, and other factors critical to timely provision of institutional contractor services. Two person months of such activity have been budgeted.

2. Chief of party The IC will provide one US Chief of Party (COP) for four years. He/she will be responsible for overall Project administration, supervision of Contractor staff, monitoring and evaluation, liaison with the MEC, USAID, and Peace Corps, and tracking of host country contributions.

3. Support Staff The IC will recruit local support staff including an administrative assistance, receptionist/typist and data clerk.

4. Home Office backstop The budget includes a line item for home office costs related directly to the BES Project.

5. Office Equipment and Furniture The MEC and NIED will provide suitable offices in Windhoek and Okahandja (the NIED headquarters) for IC staff working in those locations. This line item will furnish and equip offices of all IC staff, including those and any other locations.

6. Operating Costs The costs of communication, supplies, equipment maintenance, vehicle operation costs, and office rental (if required).

Note: One IC project vehicle will be available to the COP for project administration.

B. Syllabus and Instructional Materials Development

1. Mother Tongue Language Expert The IC will support one regionally recruited long term technical expert (for an initial period of two years, with the possibility of extension, to four years) who will support instructional materials development in local languages.

C. MEC Short Term TA

In addition, the IC will provide up to 94 staff months of short-term T.A. to work with subject panels and other groups in the development and formative evaluation of syllabi for selected lower primary subjects. Some of this T.A. may be used to support other components of the project.[70]

It is anticipated that:

C.1 54 staff months will be recruited in Namibia,
C.2 28 in the region, and
C.3 12 from the U.S.

C.4 Fee on short term TA. The MEC will take the lead in developing terms of reference for each position, for recruiting and for day to day supervision. The IC will therefore provide a "pass through" service in the administration of individual contracts. An administrative fee of 6 - 9 percent will be charged by the IC for this service.

[70] In addition to the 94 staff months of short term TA provided through the Institutional Contractor, 15 staff months of short term TA are being provided during the start - up stage, as detailed above.

D. Instructional Materials Production Component

1. Planning, Management and Training Expert Within the Institutional Contract, there will be support for up to two years of long-term T.A. (recruited from the region) to assist NIED in the design and development of this unit. This T.A. will not be provided until relevant MEC staff are permanently assigned.

2. Equipment In addition, equipment for the production of camera ready masters may also be procured under the IC, but only if analysis indicates that it is required, since there appears to be a certain amount of equipment already within the MEC.

Within the Peace Corps component, up to two volunteers will be provided for one cycle (for a total of 4 staff years) to produce camera ready materials (during the period that NIED is building the required in-house capacity). These volunteers will produce two types of materials: 1) materials required for the Target School intervention and 2) Teacher Guides and other materials related to the curriculum reform. In all instances, the needs of the target schools will have priority over other work. There may also be some in-country training (included in the line item under Assessment and Testing).

E. Assessment and Testing Component

1. Long Term Assessment and Testing Coordinator (A&T-C) There will be one long-term US recruited technical expert in place for 3.7 years. He/she will work with NIED and the Examinations Directorate in developing continuous assessment tools and techniques, and in finalizing the design of the annual learner assessment.

2. Local Research Assistant A local-recruited research assistant will support Assessment and Testing activities for the LOP.

One of the four institutional contractor vehicles will be dedicated to this component.

F. Target School Intervention

1. Target School Intervention Coordinator (TSI-C) The IC will provide one long-term TA (US) for 3.7 years. He/she will take the lead in developing teacher training and other materials for the target schools, developing and supervising a training plan for PCVs and provide technical leadership in the Target Schools component.

2. and 3. Secretary and Local Research Assistant This component will be supported by one Namibian secretary and one Namibian research assistant, during the same period.

4. Training of PCVs The IC will provide the technical training of the PCVs, including an intensive in-service teacher training program, coordinated with the MEC.

5. Kits and Supplies Each PCV will be issued a teacher training kit. In addition, special kits will be developed for the teachers in the target schools with whom the PCVs will be working, including materials for pilot testing/trialling.

One IC vehicle will be allocated to support this component.

G. General Capacity Building Support

Wherever possible, assessment, testing and evaluation activities will be designed to strengthen NIED's research capacity. Funds have been budgeted for in country training activities and support for additional research related to the BES Project. This line item covers all MEC training activities, including workshops both in the region and at the central level, which may be required in other sections of the education sector where the Project is active (e.g., NIED, Exams Directorate, Regional Offices). This line item will also fund an end of project conference to be held for the MEC.

H. Pilots and Impact Assessment

1. Start-Up T.A. Upon signing of the contract, the IC will provide up to six months of short-term, U.S. based T.A. to begin work on developing instruments for the end of Grade 4 assessment, to be conducted at the end of 1995. This advance work will include reviewing existing instruments and data, including the MEC's annual survey of 20 schools; definition of competencies associated with selected lower primary subjects and grades, analysis of failure, repetition and dropout patterns, initial field testing of items, and development of a sampling and implementation plan.

2. Assessments There will be an annual end of Grade 4 assessment to measure learner outcomes and project impact in 1995 through 1998. This will be the principal mechanism for assessing project impact at the grade 4 level. The assessment instrument will be primarily in the form of learner-provided written responses. At lower grades, more interactive and observational techniques may be required. In addition to assessing project impact on learners, the assessment may also collect measures of changes in other areas such as teacher classroom behaviour, parent and community attitudes and involvement, school management, etc.

5. Peace Corps Component

The Peace Corps component will provide the staff for the target intervention element of the project, placing PCVs in the field working directly with disadvantaged teachers in the target schools. This component of the budget will fund all the direct costs of the PCVs, including several administrative staff and will be accomplished through a PASA. Technical training and supplies for the PCVs are funded under the Institutional Contractor. All vehicles for use of PCVs will meet Peace Corps transportation standards, will be a mix of different types of vehicles to meet prevailing circumstances, and will be procured by the Regional Contracting Officer in USAID/Pretoria. Depending on circumstances, fuel and maintenance costs for the vehicles will either be covered under the PASA or from the GRN contribution.

A. Extending Volunteers The advance group will be recruited from incountry PCVs currently in-country and wishing to extend through December 1995. These volunteers will assist in identification of target schools, needs assessment, developing and testing supplemental teaching and learning materials, developing training materials for the first (1996) wave of PCVs, address logistic constraints including the identification and upgrading of PCV housing, and other critical initial tasks.

B & C. Cycle A & B Volunteers Two cycles (A: 1996 - 1997 and B: 1997 - 1998) of up to 34 volunteers per cycle will be based a target schools working with a cluster of up to five different schools per year and will work with teachers (perhaps including teachers from other schools as well) strengthening teaching and assessment skills. To the extent possible, each target school volunteer will have accessible transport to allow maximum mobility.

In addition, for each cycle above, up to six (1 for each five or six target school volunteers) circuit volunteers will be assigned to regional offices and will work with inspectors and subject advisors in supporting the target schools and in trying to extend additional services to other traditionally disadvantaged schools which, due to logistic constraints, could not be included in target school clusters. Each circuit PCV will have access to a four-wheel drive vehicle.

D. Materials Production Volunteers Up to two (cycle A) volunteers with expertise in desktop publishing will be based in the NIED Material Development Unit. They will provide essential services in preparing camera ready materials for use in target schools (and may also assist NIED with a backlog of other materials) as an interim measure as NIED recruits and trains permanent staff for this unit.

E. Facilities Upgrades and Rental Volunteer housing will be provided by the GRN as part of their in-kind contribution, wherever possible. In cases where GRN housing may not be available, other shelter arrangements will be sought, including sharing, and upgrading of identified private housing. Since the Project is targeting teachers and schools in remote and disadvantaged areas, funds may have to be provided to upgrade existing housing to meet Peace Corps minimum standards.

F. Furniture and Equipment The Project will furnish and equip an office for administrative staff assigned to this project.

G. Misc Running Expenses Project funds will be used for communication, travel, administrative and other operating expenses associated with the project.

H. Peace Corps Administration Consistent with Peace Corps policy, one Associate Peace Corps Program Specialist or Program Assistant(s) will be hired for each additional 30-40 BES Project volunteers.

G. Medical Staff Consistent with Peace Corps policy, one part-time FSN medical assistant will be added to staff to serve the requirements of additional BES volunteers.

6. Vehicles

All motor vehicles for the Peace Corps component will be procured by the Regional Contracting Officer. They will be titled to the Ministry of Works, Transport and Communications of the (Government Garage) and assigned to the Project. Vehicles for the Institutional Contractor will be procured directly by the institutional contractor, with title remaining with USAID.

A mix of different types of transport (light vehicles, agricarts, etc) have been budgeted for target school volunteers. Four wheel drive vehicles have been identified and budgeted for circuit volunteers and will be procured by the RCO. Operating costs for volunteer vehicles will either be through GRN and/or through the PASA.

Institutional Contractor:	4 vehicles (combination of 4-wheel drive and regular 2-wheel drive)
Peace Corps:	13 four-wheel drive vehicles 45 Agricars 20 golf carts 5 2-wheeldrive vehicles

Note: Extra transport is planned to replace losses and to provide transport when vehicles are being serviced or repaired.

7. External Evaluation and Audit

A. Evaluation

One mid-course and one final evaluation will be conducted by an independent external contractor. Services will be procured directly by the Mission through a buy-in to a central IQC or other contract.

B. Recipient/Non-Federal Audit

A recipient/non-federal audit will be conducted for the project, as required, through a Mission contract or IQC with a Namibian accounting firm.

Assumptions on Timing of Institutional Contract

PIO/T for RFP Finalized and released	Aug 1994
RFP closes	Oct 1994
Institutional Contract selection	Nov 1994
Contract Signed	Jan 1994
Advance TDYers	Nov 1994
Contract Staff Start arriving in country	Jan 1995

Table 10: **3.7.3 Methods of Financing and Implementation**

Project Element	Method of Implementation	Method of Financing	Total Cost (in U.S.$)
Start-up Activities	Direct Fixed Cost Contracts, Purchase Orders, Buy-ins or IQC	Direct Payment	373,500
Project Mgmt.	Direct PS Contracts	Direct Payment	1,189,000
Institutional Contractor	Direct Contract	Direct Reimbursement or Letter of Commitment by AID Washington	8,860,960
Peace Corps Volunteers	PASA	Interagency transfer or SF1081	4,242,000
Vehicle purchase	Direct Purchase by RCO/Pretoria or RCMO/Nairobi	Direct Payment	1,168,000
Evaluations and Audits	Buy-ins, IQC, or Direct Contract with Local Firm	Direct Reimbursement or Letter of Commitment by AID Washington	400,000
Total (without inflation/contingency)			**17,233,460**

3.8 GRN Contribution

The GRN will provide significant support to the BES Project, to a value of at least 25% of the total project costs. Their contribution will consist primarily of in-kind support such as some of the office space for the Institutional Contractor and PCV project staff, vehicles for project use, their repairs and maintenance, housing, reproduction and printing of materials to support the project[71], as well as the cost for producing developed curricula and materials for national production and distribution. It is anticipated that the GRN contribution will total more than $6,113,000 during the LOP. The table on the following page is an illustrative budget for the GRN contribution. The Institutional Contractor will be responsible for tracking the GRN contribution and reporting it to USAID.

[71] These materials will be the routine materials provided by MEC to all schools. The Project will support the extra cost of printing resulting from the extra materials developed specifically for the Target School Intervention (i.e the Teacher Basic Competencies Manual and the O-RP Kit).

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Table 11: GRN In- Kind Contribution

$ Namibian	Unit	$ N Shadow Price	Units per Year 94	95	96	97	98	Value per Year 94	95	96	97	98	TOTAL
1. Peace Corps Housing	Hs/Year	1,200		12	40	80	40	0	14,400	48,000	96,000	48,000	206,400
2. Staff Time													
A. Steering Committee	Hrs/Yr	70	600	600	600	600	565	42,000	42,000	42,000	42,000	39,568	207,568
B. Management Committee	Hrs/Yr	70	600	600	600	600	600	42,000	42,000	42,000	42,000	42,000	210,000
C. Language Experts	Yrs	90,000		0.40	0.40	0.40	0.40	0	36,000	36,000	36,000	36,000	144,000
D. Materials Production	Yrs	90,000		0.40	0.40	0.40	0.40	0	36,000	36,000	36,000	36,000	144,000
E. Assessment and Testing	Yrs	90,000		0.35	0.34	0.30	0.30	0	31,500	30,933	27,000	27,000	116,433
F. Subject Panels	Yrs	90,000		1.5	1.5	1.5	1.5	0	135,000	135,000	135,000	135,000	540,000
G. Inspectors and Subject Advisors	Yrs	90,000		1.5	1.5	1.5	1.5	0	135,000	135,000	135,000	135,000	540,000
H. School Principals	Yrs	90,000		2	2	2	2	0	180,000	180,000	180,000	180,000	720,000
3. Instructional Materials - Target Schools													
A. Books	Book	25		118,800	237,600	237,600	118,800	0	2,970,000	5,940,000	5,940,000	2,970,000	17,820,000
B. Other Materials	Set	10		2,640	5,280	5,280	2,640	0	26,400	52,800	52,800	26,400	158,400
TOTAL $ N								84,000	3,648,300	6,677,733	6,721,800	3,674,968	20,806,801
$ US Equivalent								23,333	1,013,417	1,854,926	1,867,167	1,020,824	5,779,667
4. MEC contribution Mar 1991-June 1994 $ US								333,333					333,333
TOTAL MEC CONTRIBUTION													6,113,000

Notes:

1. Peace Corps Housing, value N$ 100 per month
2. Staff time - average, with overheads, N $ 100,000 per year
   - A.& B. 6 members each meeting 100 hours per year
   - C., D., & E. - Counterparts available 30-40 percent of time
   - F. - Equivalent of 1.5 staff years of subject panels meeting with short-term T.A.
   - G. - Equivalent of 1.5 staff years of inspectors and subject advisors supporting PCVs
   - H. - Equivalent of 2 staff years of principal time with all PCVs collectively
3. Instructional Materials Books and Teacher Sets

	A PC ORCs	B Schools / ORC	C Teachs / Schl	D Subjects / year	E Learners / Teacher	F Books A*B*C*D*E	G Sets A*B*C*D
1995	33	5	4	4	45	118,800	2,640
1996	66	5	4	4	45	237,600	5,280
1997	66	5	4	4	45	237,600	5,280
1998	33	5	4	4	45	118,800	2,640

   - A. Average of 20,000 books distributed to target schools each year.
   - B. Average of 5,000 syllabi, materials, or other materials to target schools each year.
4. MEC is estimated to have contributed 25 percent of total Project value to date.

3.9 Procurement Plan

3.9.1 Procurement of Technical Assistance

1. **Institutional Contractor:**

With the exception of the Peace Corps activity, the Project will be implemented by an institutional contractor. Serious consideration is being given to use either a Gray amendment or 8A firm or, HBCU, as the institutional contractor provided that a sufficient number of such firms or universities can be found who have the experience in implementing contracts of this magnitude. The contracting process will be handled by the Regional Contracting Officer based in Pretoria and awarded sometime around November 1994 to allow the arrival of key contract staff o/a January 1995 to begin implementation.

The Institutional Contractor will be expected to provide the following long and short term personnel:

Long-Term Expatriate Personnel

- Project Chief of Party, Windhoek	Up to 48 months
- Assessment and Testing Coordinator, NIED Headquarters	Up to 48 months
- Language Specialist, Syllabus Design & Materials Production, NIED Headquarters	Minimum of 24 months
- Instructional Materials Development Coordinator, NIED Headquarters	Up to 48 months
- Target Schools Intervention Coordinator, Regional Office (upcountry)	Up to 48 months

Short-Term Expatriate and Local Technical Assistance

The Institutional Contractor will also be expected to provide up to 100 person months of short term technical assistance as part of the implementation phase. This short-term technical assistance will cover curricula design and development, assessment and testing, translation services and other identified specialized assistance required to support MEC objectives under BES to implement a new primary curriculum in Namibia. Local consultants will be used for the majority of short-term assignments under the project. While many of these will be provided by local sub-contractors, the Contractor anticipates needing the flexibility and discretion to use identified individuals on a case by case basis. A total of 61 person months of short term local consultancies is anticipated.

As structured within the PPA, 80% of this short term technical assistance will be sourced from Namibia and the region, with only 20% being offshort (including U.S.). With the

exception of the start-up related short-term technical assistance, during the life of project, most of this specialized short-term technical assistance will be requested by the MEC's NIED and the institutional contractor (COP) will have primary responsibility for working with NIED and SWGs as well as the BES committee in developing the Terms of Reference (TOR), timing for such TA and arranging for paperwork and processing of various documentation for its advertisement, recruitment and procurement of such services. At the end of the services, the institutional contractor and requesting MEC agency (NIED) will together assess performance and track follow-on work.

Long-Term Local Contractor Hired Personnel

The institutional contractor will hire locally the appropriate staff required to carry out the project objectives as follows:

- Research Assistant, Target School Intervention
  NIED and upcountry — Up to 48 months

- Research Assistant, Assessment and Testing
  NIED Headquarters — Up to 48 months

- Illustrative Institutional Contractor Support Staff:
  -Administrative Assistant — Up to 48 months
  -Secretary — Up to 48 months
  -Driver/Mail Clerk — Up to 48 months

Local Sub-Contracts

The Project will seek the services of local consulting and/or contractors (noted above) for short term technical assistance in the following areas:

- Audit of participating entities.
- Translation Services.
- Workshops and Logistical Support Services.

2. **Participating Agency Support Agreement**

a. USAID/Namibia will enter into a Participating Agency Support Agreement (PASA) with Peace Corps to carry out the Target Intervention Component of the BES Project. Under this PASA, USAID/N will agree to fund those allowable support costs for the recruitment and hiring of the following:

Peace Corps Personnel

1. Pilot Advance Team (beginning January 1995)
   3-5 Outreach Resource Persons (PCVs) — minimum 12 months

2. Advance Team (beginning January 1995)
   7-10 PCVs Outreach/Logistical Support — minimum 12 months

3. Materials Production & Devel, January 1995

NIED Headquarters, 2 PCVs	48 months
4. On-site Resource Persons (O-RPs) Jan 1996 25-40 PCVs for target schools	minimum 24 months
5. Circuit-Resource Persons (C-RPs) Jan 1996 5 PCVs (support ORPs/regional offices)	minimum 24 months
6. On-site-Resource Persons (C-RPs) Jan 1997 25-40 PCVs for target schools	minimum 24 months
7. Circuit Resource Persons (O-RPs) Jan 1997 5 PCVs (support ORPs/regional offices)	minimum 24 months
8. FSN Program Assistants/Education 3 staff types Windhoek and Regional	48 months

b. Justification for PASA

Section 621(a) of the FAA authorizes AID to utilize the technical resources of other Federal agencies, particularly in the fields of education, health, housing or agriculture, when these resources are (a) are particularly or uniquely suitable for such technical assistance, (b) are not competitive with private enterprise, and (c) can be made available without undue interference with domestic programs.

Effective support to volunteers and host country teachers in the field of primary education (Grades 1 to 4) requires a contractor with experience in working within the cultural context of Namibia particularly in isolated areas where training is difficult. Although NGOs/PVOs and for-profit companies have good track records for implementing education projects, few could provide the type of one on one program envisioned under the Target School Intervention Component. Peace Corps is uniquely qualified for such activities, having a good track record in Namibia and already accepted within the education system at the secondary level, teacher training facilities and in isolated and rural areas. The Peace Corps will contribute up to 100 person years of volunteer technical assistance to the project. The PASA will provide for materials required to assist in the one on one upgrading of "disadvantaged" and/or unqualified and underqualified teachers in the identified target schools, who in turn will be able to better implement the new curricula and directly impact on improved learner outcomes. The Peace Corps' on-going programs in Namibia within the education system makes them uniquely qualified to carry out this function.

3. USAID/Namibia Project Office

USAID/Namibia will maintain a Management Unit for BES to be housed within USAID, consisting of one long-term U.S. PSC Project manager and up to three local staff members. In addition one 13-18 month contractor will be hired the first year to work with Peace Corps, as follows:

Project Manager for BES	Up to 48 months
Project Administrative officer	Up to 48 months
Project Assistant Administrative Officer/	

Secretary and/or Data Analyst	Up to 48 months
Start-up Team Leader	up to 18 months

This unit will be responsible for contracting identified start-up activities prior to arrival of the institutional contractor. The start-up activities and procurement of services and goods less than $100,000 including:

(a) short-term technical assistance in support of MEC research activities, translation services, curriculum design and development, assessment and testing (15 months will be local and 2 months from U.S.);

(b) monitoring and evaluation;

(c) non-federal audit and;

(d) local procurement of routine operating expenditures and support services.

4. Other Technical Assistance

RCO, Pretoria and the RCO (commodities) REDSO/ESA Nairobi for contracting in excess of $100,000 and procurement of vehicles and commodities not in the institutional contract.

3.9.2 PROCUREMENT OF COMMODITIES

The Institutional Contractor will purchase all goods required to support its personnel in accordance with A.I.D. Handbook 14 (AIDAR) and the Federal Acquisition Regulations (FAR). A summary with source/origin requirements and amounts are contained in the following table.

ITEM	QTY	SOURCE	PROCURING ENTITY	AMOUNT IN U.S. $
Vehicles, 4WD, RHD	19 ea		Contractor	$ 646,000
Vehicles, RHD (mix)	5 ea		RCO/RCMO	$ 106,250
Carts, Agriculture, motorized	65 ea		RCO/RCMO PCVs	$ 380,711
Computers, software and accessories, including UPSs	5 sets	000	Institutional Contractor	$ 117,300
Office and ADP Furniture	TBD	000	Institutional Contractor	$ 43,350
Office Equipment (includes copiers, FAX machines, telephones, calculators, etc)	TBD	000/899[72]	Institutional Contractor	$ 40,800
Office and ADP Supplies	on-going	000/935	Institutional Contractor	$ 391,250
Residential furniture, appliances and equipment	5 sets	000/899[73]	Institutional Contractor	$ 14,000
Office Furniture	sets	Namibia	Peace Corps	$ 2,000
Instructional Materials and Supplies	sets	Namibia	Institutional Contractor	$1,530,000

ESTIMATED TOTAL COMMODITIES	$3,271,661
ESTIMATED SHIPPING, HANDLING, INSURANCE AND PACKING	$ 235,484
CONTINGENCY AND INFLATION	$ 238,486
ESTIMATED GRAND TOTAL COMMODITIES	**$3,745,631**

[72] Will be purchased in the U.S. but may be of non-US manufacture. Spare parts and service must be available in Namibia.

[73] Will be purchased in U.S. but may be of non-U.S. manufacture in order to meet electrical requirements of 220v, 50 HZ. After sales service and maintenance must be available in Namibia.

3.9.3 SOURCE AND ORIGIN

1. Authorized Source and Origin

This Project will be funded by resources provided under the Development Fund for Africa (DFA). Thus, the authorized source and origin governing BES Project is USAID Geographic Code 935. Per Congressional guidelines set forth in the legislation authorizing DFA, all reasonable efforts will be made to procure U.S. manufactured commodities to the extent practical. To this end, the above list identifies specific commodities that will be purchased from U.S. suppliers of U.S. manufacture. The limitation of the specified commodities to Code 000 is based on either USAID policy or prevailing USAID political sensitivity. Notwithstanding, exceptions to the ISF commodity restrictions may be made by USAID on a case by case basis and in accordance with A.I.D. Handbook 1 B and Handbook 15. As regards vehicles, all efforts will be made to purchase those of U.S. manufacture for which service and spare parts are available throughout Namibia.

2. Development Fund for Africa Certification

Based on the above commodity lists' designated source/origin prescriptions the REDSO/ESA Regional Commodity Management Officer, by clearing this Project Paper, concludes that USAID/Namibia is taking appropriate steps in accordance with the Agency's Africa Bureau Guidance as revised in February, 1993 to maximize U.S. procurement whenever practicable.

The USAID/Namibia BES Project Officer will keep records of all commodities, regardless of procuring entity, purchased with funds made available under the project by geographic code to include in the "PIAS", "Buy America" and "DFA" reports required by USAID/Washington. The Project Officer will also ensure that the Buy America requirement is included in the Scopes of Works for all technical assistance contracts.

3.9.4 COMMODITY MARKING

Commodities purchased with Project Funds will be appropriately marked with the A.I.D. emblem. It is the responsibility of the USAID to assure compliance with the A.I.D. marking requirements contained in Handbook 1B, Chapter 22. When marking requirements have not been complied with, the Mission will initiate corrective action.

3.9.5 OCEAN TRANSPORTATION

At least fifty percent (50%) of the gross tonnage of all USAID-financed commodities under the BES Project must be shipped on U.S. Flag commercial vessels if such are available (as determined by FA/OP/TRANS) at fair and reasonable rates. Ocean shipping on non-U.S. flag vessels may be financed if necessary to meet the objectives of the DFA program, as long as the U.S. flag cargo preference requirements are met.

4. SUMMARY OF MAJOR ANALYSES

4.1 Summary of Technical Analyses

4.1.1 Target Schools Intervention

Namibia's pre-independence Apartheid legacy is perhaps most clearly manifested in the nation's basic education system. Overall, Namibia's schools are characterized by high repetition, failure, and drop-out rates; oversized classes; large numbers of overaged learners; and in some instances, a lack of teachers altogether. One reason for these problems is Namibia's acute shortage of qualified teachers, especially in lower primary (Grades 1-4). There are two dimensions to this problem: the shortage of teachers, and the low level of teacher qualifications.

In order to keep pace with Namibia's increasing school enrolments, at least 1,000 new teachers must enter the workforce every year[74]. The Ministry of Education and Culture (MEC) is rapidly expanding its capacity to train teachers through its pre-service efforts in its four Colleges of Teacher Education (CTEs), and the University of Namibia. Yet in 1993, graduates of these institutions totalled approximately 700, a shortfall of about 300 teachers. The Ministry is also working to upgrade the skills and qualifications of teachers already in the field, especially through the UNESCO-sponsored INSET in-service teacher education program. Yet this program is still in its piloting phase, and mechanisms for accreditation of INSET and other in-service programs offered by the Ministry and donor agencies have not yet been established.

Namibian teachers are also, in the main, underqualified. Only 64% of Namibia's primary teachers are professional trained and only 49% have Grade 12 or higher academic qualification (EMIS 1993)[75]. The low level of teacher qualification in Namibia has had dire consequences on both learners and teachers. Learners receive relatively poor instruction, and teachers face constant job insecurity. Only teachers with teaching diplomas have permanent positions; uncertified teachers must renew their teaching contracts on a yearly basis. And as more certified teachers enter the workforce each year, the uncertified teachers are more at risk of losing their jobs.

The BES Project will assist Namibia's teachers by providing approximately 50 Peace Corps Volunteers (PCVs) over the LOP to train teachers one-on-one in the country's most disadvantaged lower primary classrooms. Another 12 PCVs will help to build the capacity of Namibia's teacher education system by assisting Namibia's education officers with support and teacher education activities, and by assisting the Ministry's materials development effort to ensure that materials are developed and workshopped throughout the target schools.

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[74] However, once the current "bubble" of overage learners passes through the system and gross enrolment ratios approach 100% rather than the 130% in some regions today (EMIS 1993), pressure on teacher recruitment will be significantly reduced.

[75] It is estimated that only 5-10% of teachers in the primary grades are fully qualified (i.e, certified) to teach.

Finally, the BES Project will coordinate its efforts with the MEC in order to provide teachers who participate in the Project with the possibility of partial credit toward certification[76].

4.1.2 Assessment and Testing

Another legacy of the Apartheid system is a gross unevenness and inconsistency in educational standards across regions, owing to the former separation of Namibia's population into eleven separate ethnically-based education authorities. The inconsistency continues to this day, with arbitrary and inappropriate assessment and testing standards still characterizing Namibia's educational system. Partly as a result of these inconsistencies, a high percentage of lower primary learners are retained or drop out of school each year. In Rundu and Ondangwa, approximately 40 percent of Grade 1 learners were retained in 1992; approximately 40 percent also dropped out before the end of Grade 4 (EMIS 1993).

In response to these problems, the MEC has established an Examinations Directorate which is responsible for designing and administering certificates, particularly the IGCSE (Grade 10). At this point in time, the exact relationship at the primary level between NIED and the Examinations Directorate is still somewhat unclear, beyond the broad definition of NIED being responsible for the new curriculum and syllabi, and the Examinations Directorate being responsible for validating standards and tests.

Nevertheless, the MEC is moving forward with several initiatives designed to reform the assessment system. These include:

- the development and promotion of criterion-referenced testing;
- graded pass option (instead of automatic promotion without grades, or mandatory retention);
- adoption of IGCSE and HIGCSE testing protocols and curricula for Secondary levels;
- adoption of continuous assessment practices; and
- the development of an End-of-Grade 4 Assessment.

MEC has requested assistance with the development of its continuous assessment system. The BES Project will provide assistance in two key areas: to development and conduct workshops of continuous assessment materials and protocols; and will continue to development and conduct workshops of an End-of-Grade 4 Assessment.

4.1.3 Curriculum and Materials Development

Namibia's Ministry of Education and Culture (MEC) is attempting to develop a new curriculum for Grades 1-12 in all subjects: 39 at the basic education level (Grades 1-10) and 42 at the Senior Secondary level (Grades 11-12). In addition to the scope and speed of this

[76] The TSIC will be invited to sit on the accreditation committee in order to ensure that teacher education materials developed through the Project will conform with part or all of BETD or other teacher accreditation system modules.

effort, curriculum reform is complicated by the fact that numerous syllabi and teaching and learning materials must be developed in Namibian African languages, requiring an additional step of translation (especially for Grades 1-3) or in the case of Namibian African languages as subjects, finding experts who can develop materials in the Namibian African languages directly (for all grades). The MEC also has a shortage of curriculum development expertise. In particular, there is a shortage of curriculum development personnel trained as subject specialists within the Ministry[77]. Finally, there are three critical constraints at the materials production end of the process:

- a lack of trained materials development personnel;
- the absence (until rationalization is implemented) of an organized MDU within the Ministry; and
- an inadequate supply of in-house publishing equipment and materials.

The BES Project aims to complement and strengthen MEC's curriculum reform effort by capacity building to broaden the skills base of curriculum developers, thereby strengthening their ability to produce quality syllabi on schedule, including Namibian African language materials and necessary teaching and learning materials production to camera ready copy; by assisting with the planning and training of staff for the MDU; and providing in-house publishing equipment and materials as necessary. The Project's curriculum and materials development inputs will reinforce the teacher education efforts made in target schools as part of the Project's Target Schools Intervention component.

4.2 Macroeconomic and Financial Analysis Summary

At Independence, the people of Namibia inherited a highly dualistic society with stark differences in economic conditions, living standards and the provision of public services. The economy experienced a deep recession in the 1980s with a decrease in real pre capita income of 23 percent between 1998 and 1989. Since Independence, a combination of world recession, regional drought and significantly depressed mineral prices, have hampered growth. Projections for 1994 and 1995 are positive and a reversal of this negative pattern is anticipated; although, long term prospects will likely be strongly influenced by regional economic and political developments.

Inefficiencies in the inherited pre-independence administration, exacerbated financial problems due to slow economic growth. The MEC, for example, had to be fashioned out of eleven separate pre-Independence education authorities. During the first few years following independence, government expenditures rose significantly. In large part, this was in response to meeting the long-neglected needs of the majority population.

Government expenditure is currently quite high, exceeding 40 percent of GDP in most years since Independence, with budget deficits running in excess of five percent of GDP. Public sector employment is also high by most standards. The GRN is committed to reducing expenditure and the size of the civil service. A public expenditure review is currently in

[77] The shortage of expertise can be attributed to the historic shortage of such expertise (a legacy of Apartheid) and is exacerbated by the fact that many positions are shifting as a result of the rationalization process.

progress and plans for rationalizing the civil service (which have been under development for almost two years) are expected to be implemented soon.

Social sector ministries, and the MEC in particular, have experienced severe budget constraints since late 1992. The share of GRN recurrent budget going to education has exceeded 25 percent in recent years, with over ten percent of GDP currently allocated to education. The share of GDP allocated to education in Namibia is more than twice the mean for low-middle income countries and is three times the mean for low-income countries. Recent public statements by both the Minister of Finance and the Minster of Education and Culture, clearly acknowledge that such levels of expenditure are not sustainable.

There is therefore concern about the long-term financial sustainability of the existing education system and, by extension, the sustainability of projectized assistance. A major factor contributing to the high costs of education in Namibia is its low internal efficiency, a legacy of the pre-independence era. Each year, approximately one-third of all primary school places are taken by learners repeating a grade. This leads to very large class sizes, the presence of large numbers of over-aged learners, the need for extra books, supplies and facilities and low learner moral. The MEC is currently involved in the design and implementation of a basic education reform which, among other objectives, is intended to significantly improve internal efficiency and bring about related reductions in system cost. A central element of the reform program is the design and implementation of a new curriculum at all levels of basic education. This includes moving to a learner-centred pedagogy, continuous assessment, and the providing the option of instruction in local languages in grades 1 through 3. During the next several years, the reform will be implemented at the lower primary level and success in implementation is seen as key to reducing repetition and lowering recurrent costs.

While curriculum reform is essential to providing a financially sustainable system, it is not, in itself, sufficient. Improvements in planning, decentralization, resource allocation, and other areas are also critical. The MEC is currently undertaking an education expenditure review and is committed to reducing inequalities in expenditure per learner. The MEC is also developing a five year education plan and is actively strengthening planning capacity at the headquarters and regional levels.

The amended BES Project is designed to assist the MEC in meeting critical constraints to designing and implementing the curriculum reform at the lower primary level, and to assisting "target schools" serving traditionally disadvantaged groups, in benefiting from the reform. In helping the MEC to accomplish the reform, the Project will contribute directly to relieving one of the principal constraints to attaining financial sustainability.

4.3 Economic Analysis Summary

A a standard cost-benefit analysis of the investment is proposed in the amended BES Project. In social sectors such as education, economic analyses are highly dependent upon assumptions regarding difficult to measure and quantify variables. For this reason, the approach used is to test a range of assumptions which are highly biased against the investment, to assure that within the full range of plausible assumptions, the Project is likely to produce a reasonable rate of return. The rate of return estimates developed are therefore minimum estimates.

Improvements in lower primary education curriculum are hypothesized to ultimately yield six general types of benefits including improved market outcomes, non-market social improvements, and increases in the internal efficiency of the education system. For purposes of the economic analysis, only one of the six benefits, reduced repetition, is considered.

The BES Project will represent only one of many factors contributing to the lower primary curriculum reform. For purposes of the economic analysis, it was assumed that only 20 percent of the benefits associated with implementation of the reform nationally should be attributed to the Project. At target schools, where Project support is more intensively focused, it is assumed that an additional 20 percent of projected reduction in repetition could be attributed to BES.

The value of avoided repetition was estimated at average school-level salary costs at each phase. Costs of facilities, books, materials, supervision, administration, etc. were excluded from the calculations.

Under this set of assumptions (which exclude the value of all benefits other than avoided repetition), the internal rate of return to BES is estimated at 83 percent. To further test the sensitivity of the analysis to assumptions, less favourable assumptions about reductions in repetition, the share attributable to BES, cohort effects at secondary school and the projected salary savings, were also tested. Under each of these alternative assumptions, the Project was assessed to have a very favourable rate of return.

The conclusion of the cost-benefit analysis is that, under a range of extremely conservative assumptions, the investment in the BES amendment is justified on economic grounds.

4.4 Institutional and Administrative Analysis Summary

One of the first institutional challenges facing the new government of Namibia was the need to replace eleven separate systems of education, each based upon an ethnic division, with a single, national system. In building the new unified system in line with the GRN policy on National Reconciliation, the GRN has redeployed into the MEC all officials of the previous administrations who wished to remain [78]. In addition, a relatively small number of previously excluded Namibians who were qualified to fill positions of importance in the new administration were integrated into the unified structure. The task confronting education officers was to construct the new institutional structure, while ensuring that the school system continued to function under staffing patterns and regulations inherited from the old system. Given the immensity of these challenges, it is hardly surprising that a number of problems have arisen:

- A proportion of the most experienced and qualified administrative and technical personnel absorbed from the previous administrations, although highly competent, did not necessarily fully understand the aims of the reform and are not necessarily fully committed to ensuring its success. Neither were the posts that they occupied fully suited to new functions.

[78] The vast majority of education personnel wished to work under the unified system.

- Given skill shortcomings and lack of staff in key areas, MEC acquired technical assistance through its several overseas cooperating partners. Thus, a relatively large number of expatriates from very diverse origins, with varying experience in Africa, were introduced at all levels of the system (e.g. from top advisors to classroom teachers). The presence of these expatriates, while clearly adding to the capacity of the MEC to fulfil its technical functions, added further to the Ministry's management and communication challenges.

- The aim of rationalization is to construct a new institutional structure better able to implement the reformed curriculum, MEC goals and objectives. However, rationalization processes are long and often slow, which means that the structures and staffing of the MEC have been in transition throughout the period since independence and the process of transition will continue even after the rationalization plan is fully implemented. Delays in implementing the rationalization plan have had a particularly pronounced impact on NIED, as a newly created unit of the MEC. This is especially significant for the proposed project due to its focus on activities that are based in NIED.

- To operate most effectively, the MEC needs improved communication and formal linkages between the planning functions and the budget functions in its head office and in the regions. In addition, while the MEC has collected and stored a substantial amount of data about its schooling system, it is only in the last year that the process of analyzing that data in order to inform the decision-making process has begun to bear fruit.

The situations in the seven regional offices of the MEC tend to reflect the impact of the same set of difficulties. These regional offices were newly created at independence, using personnel primarily from the various separate, pre-existing ethnic authorities. Just as funds are allocated to regions largely on the basis of the past year's allocation prorated to fit the funds available, the allocations of resources made by the regions to schools are very heavily influenced by historical inertia and the resourcing of schools in the past. Relationships between communities and schools are still recovering from the tensions created during the struggle for independence. The MEC has also attempted to revitalize or to establish School Boards or Committees, which represent parents and communities, control school funds generated by community activities and from voluntary fees, and, in conjunction with the school principal, set various policies. At present, some of these boards or committees are very active and successful at some schools but in need of further development in others. Also, regulations covering their election, powers, and limitations are needed.

The capacity of an organization is a function not only of the skills and experience of its personnel, but also of their motivation, of the suitability and efficiency with which they are organized, the appropriate and rapid flow of communications, and the success of team work within the organization. The process of consolidation and unification within the MEC headquarters has been slower than MEC would have preferred. The reform process requires capacities in the MEC that were not required in any of the precursor authorities because the functions in question were either not performed at all or were carried out in South Africa. The reform process not only requires entirely new categories of skills, it also requires very different attitudes about performance of duties and a different management style than was appropriate in the former authorities. And, until the reform process is complete in 1997, at the earliest, there will be two curricula in use in the school system, which represents

additional demands on the MEC's capacity. Since independence, a lack of appropriate counterparts for many of the Ministry's donor funded technical experts, has resulted in relatively little capacity building taking place among the Namibians working with the expatriates.

Given these constraints on the capacity of the MEC to implement the reform program expeditiously, it is important that the MEC's rationalization plan be implemented in order to determine where capacity constraints may create bottlenecks that are likely to directly affect the proposed project. The establishment of the new staffing patterns associated with the rationalization plan, and equally important, the filling of key positions with appropriate personnel, are also important to ensuring sustainability, technology transfer and effective utilization of project assistance. Furthermore, it is important that MEC staff be available to work with project staff to ensure productive integration of activities into the MEC's own program.

4.5 Socio-Cultural Analysis Summary

The diversity of cultures, physical environments, and economic possibilities found in Namibia has been magnified by the distances that stretch between communities and by Namibia's long history of external political control and war. The resulting social variation has created different contexts in which the impact of the former educational system has had differing effects on the access, persistence, and achievement of learners. One of the most difficult tasks facing the educational reform is determining how to achieve a more equitable schooling system within this diversity of contexts without stifling or denying the cultural traditions of the various groups. There is a tension created by attempting to: 1) simultaneously provide increased educational opportunities for historically disadvantaged ethnic and regional groups, while continuing to address the needs of the privileged minority; 2) efficiently supply increased resources to learners and teachers in remote areas; and 3) create a unified system that can address the cultural diversity of the country. This tension slows the pace of reform.

In addition to social and cultural variation, which is a constraint to the rapid reform of the educational system, poverty and historical inequities in the distribution of educational resources (human, physical, materials and financial) have been identified as key constraints to learner enrolment, persistence and achievement. This inequitable distribution of resources has in turn resulted in significant inter and intra regional variation in the quality of education offered, the skill base of teachers and learner educational achievement.

It is not possible within the scope of this project to tackle all of these issues, especially those related to poverty. However, by focusing the target school intervention on the teachers in the most marginalized schools and by adding resources where they are most needed, the project will enhance equity in the provision of lower primary educational services. The target school focus will also enhance the pedagogical skills of teachers in historically disadvantaged schools, which is expected to result in improvements in the quality of the learning experience and in learner achievement. It is assumed that at the same time some provision will be made by Regional Educational authorities to retain teachers targeted by the Project and trained in the lower primary system in order for these improvements to be sustained.

Project inputs to accelerate the design and development of the new curriculum, teaching and learning materials and a comprehensive continuous assessment system will also have impact

on both the quality, the relevance and the cultural sensitivity of education throughout Namibia. It is hoped that these improvements will increase learner and teacher motivation, as well as parental desire to both enrol and keep their children in school. Because support for the development of mother tongue instruction (grades 1-3) is also essential for improving the quality of education, the project will work to develop materials in Namibian African languages and to translate texts in key subject areas which in turn with promote the richness of Namibia's cultural diversity.

In addition, while the project is not directly addressing the issue of poor school community relationships, it is hoped that by basing O-RPs in communities and encouraging them to consult with key community leaders (both traditional and modern) and by improving the quality of instruction, as well as the relevance of the new curriculum, these relationships will also improve.

The primary beneficiaries of the project will be learners and teachers from historically disadvantaged groups who attend or work in schools selected for the target school intervention. Other direct beneficiaries will include circuit and regional education professionals benefiting from the activities of C-RPs. In addition, all lower primary teachers and learners will benefit from project-financed contributions towards the development of the new curriculum, teaching and learning materials, and translations.

Given the widespread support generated in favour of MEC educational reform and the significant consultations with stakeholders which have taken place in the development of this project, the only constraints on the social feasibility of the project appear to be the ability of O-RPs to integrate into communities and attain working knowledge of the language in their target school cluster and the motivation of teachers to participate in project activities.

Every effort will be made to identify areas where not only will the presence of O-RPs be welcome, but will be actively supported. In addition, ORP training will include intensive language instruction both before and during their initial placement. In order to enhance motivation, any training offered will conform with and enhance teacher training schemes designed to increase teacher qualifications, which over the long term will enhance their job security. In addition, training activities for teachers will be developed in consultation with them, so that no teacher is unable to attend because of family or farm obligations. Finally teacher networking for mutual support and options for enhancing teacher recognition will be explored during the life of the project.

In terms of the greater social good, primary education has been shown to have direct and positive effects on earnings. In addition, primary education has been shown to decrease human fertility in the long term and to have inter-generational effects on child health, nutrition and education (World Bank Development Reports, 1990,1991). The project has therefore been designed to improve the quality of life for the majority of Namibians, by promoting equal access to quality educational services, which will in turn provide Namibia with the human resource base necessary for equitable social and economic development.

5. CONDITIONS, COVENANTS AND NEGOTIATING STATUS

5.1 Conditions Precedent and Covenants

On the basis of analyses, including the USAID Sector Assessment, Technical Annexes to the 1991 BERP PAAD/PP and 1993 draft PAAD/PP Amendment, USAID has identified a number of critical constraints to the development and implementation of an efficient, equitable and sustainable basic education system in Namibia. The amended BES Project, as described above, is predicated upon assumptions regarding the GRN's intention and capacity to address these constraints during the life of the Project. Therefore, the following list of Conditions Precedent and Covenants have been discussed with the MEC and agreed upon for the Project.

5.1.1 Conditions Precedent

Conditions Precedent (CPs) to disbursement or other Project activity are essential one-time actions to be undertaken by the Government which are necessary for the Project to begin implementation, or for continuation of the Project at certain stages. Following is a list of (CPs) which have been identified for the BES Project, and agreed to by the Government.

- The GRN is to furnish a written statement setting forth the names and titles of those persons in the Government who are authorized to sign Project documents and communications, together with a specimen signature of each such person specified in such statement. This is a standard CP to ensure that all parties to the Project know who is authorized to sign on behalf of the Government.

- To ensure sustained impact on learner achievement in the Target Schools and ensure that the investment in those teachers is not lost to the Target Schools, MEC has agreed to issue a written policy statement that, to the greatest extent practicable, teachers participating in the Target Schools component will be given preference in terms of reappointment on a temporary basis during the life of Project, subject to meeting standard performance requirements. This may involve three or four year temporary appointments rather than the annual appointments now used.

5.1.2 Covenants

Covenants are on-going actions or commitments that the Government is taking, which are considered essential for Project success. By agreeing to the following covenants, the government agrees that it will continue to take the following actions or commitments.

- Baseline information is needed early in the Project - by January 1996 - in order to monitor and evaluate the Project, and there will be an on-going need for data to monitor the Project. Therefore, MEC agrees to permit access by Project staff to target and other schools as necessary to collect baseline data and conduct assessments required for monitoring project implementation and assessing project impact.

- To ensure sustainability, technology transfer and effective utilization of project assistance and resources, MEC agrees to assign, in a timely manner, counterparts, be they one person or several persons, from permanently appointed Namibian staff

to work with long-term Project technical assistance staff. (See detailed description of the counterpart requirements for the Project in Section 3.6.6 above.)

- To facilitate successful project coordination, implementation and management, the MEC agrees to assign staff to actively participate in all key Project management activities, including: RFP preparation and institutional contractor selection; development and review of an annual Project action plan; selection and supervision of short-term technical experts; selection of target schools; orientation and training of PCVs; project evaluation; and participation on management and technical committees.

- To support sustained impact on learner achievement in the Target Schools and prevent the benefits of Project investment from being lost from those schools, the MEC will insure that, to the maximum extent practicable, teachers receiving Project-funded training at target schools will not be moved to another school or to upper primary in the same school during the life of the Project.

- A major constraint to a sustainable system identified in the Harmony Centre discussions is the capacity to plan and analyze projects within the MEC. Therefore the MEC, using its own resources and with the assistance of other donors, will continue to strengthen its planning and analytic capacity and, by the end of the Project, will have completed the development of a five year education sector development plan based, in part, on findings of the education expenditure review.

- Since the Project is targeting teacher education, it is imperative that Project activities are compatible with the government's own plans. During the life of the Project, therefore, the MEC will establish a framework for teacher training and upgrading, based upon a comprehensive analysis of projected supply and demand for teachers.

- The MEC agrees to provide USAID, in a timely manner, with the necessary data, including maps using GIS, required to monitor project implementation, track assumptions, assess project impacts and track host country contributions. To as great an extent as possible, this will build upon existing MEC data functions. Where significant additional costs are involved, resources will be provided under the Project.

- To assure the sustainability of Project achievements and reforms, the Parties agree that all Project resources will be additive to the MEC staff and budget. This means that contractor staff and PCVs will not be used to replace existing staff, and that other project resources will not be used to meet normal recurrent costs of the education sector.

5.2 Key Assumptions

The success of the BES Project, in addition to being the result of the effective utilization of Project resources, is based on several key assumptions. Assumptions are important actions over which the Project does not have direct control, but which will directly affect the success of the Project. When such assumptions concern matters that can be influenced by the GRN, they are reflected in conditions and covenants. As to key assumption that are less within the GRN's control, we believe that they are important enough that they require enumeration, and

the Project will make an attempt to track them to ensure that they do not derail Project success.

- MEC will provide required data and assistance in selection of target schools including preparation of maps using GIS.

- During the LOP, it is the objective of the MEC to reduce disparities in resource allocation thereby increasing internal efficiency and contributing to the financial sustainability of the system.

- By the end of 1995, the MEC (using its own resources and with the assistance of other donors) will have strengthened planning and analytic capacity and will have completed the development of a five year education sector development plan based, in part, on findings of the education expenditure review. A major constraint to a sustainable system is the capacity to plan and analyze projects within the MEC. We are not assisting here, but we assume that MEC will develop this capacity.

- During the LOP, the GRN will finalize its plans for teacher training and upgrading, based upon a comprehensive analysis of projected supply and demand for teachers.

- The MEC will budget sufficient funds and personnel and systems in place for the procurement and distribution of new curricular materials (including syllabi, teachers guides and textbooks, and for the related teacher training required to implement the syllabi (at the target schools being supported under this Project) on a timely basis, as required.

- Teachers at target schools will be sufficiently motivated to participate in after hours activities.

- Resource Teachers will be sufficiently motivated to visit neighbouring schools and to participate in teacher education activities.

- Communities for PCVs to be located will be willing to host PCVs.

- Namibia has sufficient capacity to provide printing services for the production of teachers' guides, kits for target schools and similar limited quantity materials. This is the rationale for providing TA, training, and equipment (if needed) only to the point of preparing camera-ready copy. We will not be financing a printing operation within NIED.

- The NIED move to Okahandja will occur as planned and will not disrupt Project implementation.

5.3 Negotiating Status

There have been extensive negotiations between USAID/Namibia and the MEC at all stages of the design's development and throughout the design process. These negotiations have included all levels of the MEC, and began with the initial November 1993 meeting held between the Minister of MEC and the AIDREP designate. Since that time, subsequent meetings have been held at the working staff level and involving USAID/N, REDSO/ESA,

AID/AFR/ONI and key MEC technical staff. In February, 1994, USAID sponsored a meeting at the Harmony Centre, Windhoek to discuss the direction of USAID's education sector assistance to GRN and invited staff from REDSO/ESA Nairobi, AID/AFR/ONI/W and MEC. This meeting identified major constraints to MEC's implementation of quality education and formed the basis of the BES project direction as reflected in the PP Amendment.

The MEC staff has reviewed all of the Conditions Precedent and Covenants contained herein and further clarification and discussions were held on the CPs and Covenants during a May 18th meeting. No major issues have been identified. Officials of the MEC have reviewed the Project Paper Amendment and the draft Grant Agreement Amendment No. 2 and no major and/or substantive issues were identified.

ATTACHMENT A

BASIC EDUCATION SUPPORT (BES) PROJECT LOGICAL FRAMEWORK

Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Important Assumptions
Goal:[79] To improve the quality of life for majority Namibians by promoting equal access to quality educational services	- Increased persistence of primary school children measured at grades 4 & 7 - Decreased fertility rate - Reduced under five mortality rate	- MEC EMIS - DHS survey - MOH MIS/UNDP human development report	- Improvements in children's learning resulting from educational reforms supported by the project will lead to a higher quality of life for Namibians. - The economy continues to grow to enable the creation of economic opportunities for school leavers.

[79] This is the overall goal of USAID's education program in Namibia, to which the BES Project will contribute. The Project will not be directly responsible for achieving this goal, but a successful Project will contribute towards this important goal in the long term, and it therefore provides an important justification for the Project.

Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Important Assumptions
Purpose: To increase MEC's capacity to implement the new lower primary curriculum while improving learner outcomes in the most disadvantaged schools.	**End of Project Status (EOPS)** 1[80]. New grade 1-4 curriculum materials (syllabi, teacher guides, texts, teacher and learner materials - as appropriate) for school readiness, maths, environmental studies and at a minimum of five Namibian African languages are in place and in use in 80% of schools. 2. 80% of learners (boys and girls) achieve basic competencies in target schools or After the intervention, half of the learners will achieve at a level equal to or better than the level reached by 33 percent of the learners before the intervention 3. Lower primary cycle time will decrease by 50% for both boys and girls in target schools or Repetition rates reduced by 30% in target schools	1. workshop schedules, annual work plans, implementation schedules - physical copies of teaching and learning materials - PCV and contractor reports[81] 2. MEC/FSU project G4 baseline/learner assessment - MEC/project assessment - project reports/ classroom observation 3. MEC/ EMIS	1. Political will amongst and between stakeholders exists to implement reform - Monies for implementation of reform are available - HQ and regions plan and budget effectively for new curriculum implementation (text and materials production from camera ready copy status and conducting workshops) - Syllabi, teachers guides, texts, teachers and learner materials and assessment materials distributed to schools - Other donors will supply the expected inputs and financing, and that these inputs will support the GRN's basic education reform goals 2. Communities maintain or increase their involvement in and support for primary education - More effective teaching promotes learner participation 3. More will be learned about why learners repeat and actions are taken to improve the situation - promotion policy and practice becomes more consistent - teachers promote learners on basis of achievement

[80] At a minimum these will have been designed, developed, produced and distributed by the end of the project (1998).

[81] To verify materials are in use in schools

Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Important Assumptions
Outputs: National Level			
1. New curriculum for school readiness and grades 1-4 maths, environmental studies and at a minimum five Namibian African languages designed and developed.[82]	1. All syllabi developed in selected subjects for grades 1-4 - All teacher guides for selected subjects developed to camera ready copy in time for use in target schools - All teacher and learner materials for selected subjects designed and developed to camera ready copy in time for use in target schools - All necessary units translated [83]	1. physical copies of syllabi, teachers guides and other materials	1. MEC has capacity to support the process - NIED has sufficient staff - MDU will develop capacity - MEC has sufficient budget to provide new materials and textbooks on a sustainable basis - subject committees continue to work on syllabus development in a timely manner - MEC prints and distributes curriculum materials in a timely manner - Namibia has sufficient capacity to provide printing services for the production of teachers' guides, kits for target schools and similar limited quantity materials.
2. Develop Namibian capacity within NIED for a Materials Development Unit (MDU)	2. management plan for MDU structure and functions developed - number of core staff trained (men and women)	2. physical plan - PCV/ contractor reports	2. MDU will be adequately staffed
3. Continuous assessment protocols and materials designed and developed for grades 1-4 in all core subjects	3. curriculum assessment materials, including protocols/instruments, developed in all core subjects for grades 1-4 - teachers guide in CA developed - consolidation (remediation) materials developed for selected subjects - standard school based assessment instrument/protocol developed and used in grade 4 in 80% of all schools	3. physical materials and guides - TA reports - test results	3. - all essential policy decisions on continuous assessment in lower primary have been taken by the end of year 1 and are implemented in a consistent and reliable way - basic competencies and learner objectives identified - teachers trained in continuous assessment - materials produced and distributed by GRN

[82] The primary objective is to ensure that all necessary materials are developed for the Target Schools. It may be that commercial publishers will be willing to develop materials for some of the languages in those schools, in which case the Project will do other languages. If not, the Project will be responsible for developing the materials in the Target School languages.

[83] We need to verify what is being translated, and what (ie. teachers' guides, learner materials, etc.) is being developed for which grades and subjects. We also need to verify which languages are the priority for translation and development.

Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Important Assumptions
Outputs: Target School Level			
1. Teachers in target schools will have the capacity to implement the new curriculum.	1. 1500 disadvantaged teachers in target schools are given training by PCVs - at least 50% of teachers trained are women - at least 80% of teachers trained are classified as most disadvantaged - 80% of men and women teachers implement learner centered teaching methods - 80% of men and women G4 teachers are able to communicate with some level of fluency in English - 80% men and women teachers understand and use new curriculum materials - continuous assessment implemented in 80% of classes - 80% of men and women teachers successfully create and use teaching and learning materials in their classes	1. PCV classroom observation/ reports - teacher checklist filled out by PCV - school and circuit officials' records - physical materials	1. teachers have sufficient motivation to participate in project activities - different in-service training schemes are integrated with each other and do not compete for teachers time - TRCs or other support systems are accessible to those teachers most in need of their services - school management supports effective teaching - teacher and learner materials arrive in a timely manner and in sufficient quantities - teachers retained in lower primary for the LOP - criteria is developed to determine most disadvantaged teachers prior to implementation
2. Increased capacity at regional level to implement the educational reform, especially new curriculum and support of teachers in lower primary	2. Increased number of visits by education officers to historically disadvantaged schools - increased number of workshops/ seminars developed and run (male and female teachers trained) by local education officers - improved dialogue between regional officials and both local and head officials	2. regional reports - PCV and contractor reports - workshop reports	2. education officers recruited and in place - workshops enhance skills - CRP's have a base at the regional level - CRP's activities are additive - effective donor coordination takes place in the regions - Resource Teachers will be sufficiently motivated to visit neighbouring schools and to participate in teacher education activities.

Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Important Assumptions
Inputs: Implementation Preparation USAID Project Management Institutional Contract Peace Corps Agreement Vehicles Evaluation and Audit GRN 25% contribution Total		- USAID project financial reports - Contractor reports - Peace Corps reports	- financing available to USAID and GRN - staff housing, transport and support systems are provided

ATTACHMENT B:

REQUEST LETTER FROM MEC

Received 17/5

REPUBLIC OF NAMIBIA

MINISTRY OF EDUCATION AND CULTURE

Tel.: (061) 36820 / (061) 221920

Fax: (061) 36326 / (061) 224277

Telex: 3347

c/o Leutwein + Uhland Streets

Private Bag 13186

WINDHOEK

16 May 1994

Mr. Edward J. Spriggs
Representative
United States Agency for International Development
Mission to Namibia
Private Bag 12028
Ausspannplatz
Windhoek

Dear Mr. Spriggs

I am writing to acknowledge the work that has taken place over the past few months to develop the Basic Education Support Project. My staff has conveyed to me that the design has been a collaborative effort between our two organizations and that it addresses real issues and needs of educational improvement in Namibia.

I am pleased to learn that the document will be distributed on May 20th and a final review will be held on May 24th to be attended by all principal parties.

This is to recognize the collaborative effort in which the Basic Education Support document has been produced and to request that the United States Agency for International Development assist the Ministry of Education and Culture in funding and carrying out the objectives of the Basic Education Support Project Amendment.

Sincerely,

MINISTRY OF EDUCATION AND CULTURE
OFFICE OF THE MINISTER
1993-05-17
P/BAG 13186
WINDHOEK
NAMIBIA

N. ANGULA
MINISTER OF EDUCATION AND CULTURE

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ATTACHMENT C:

ACKNOWLEDGEMENT LETTER FROM PEACE CORPS

THE UNITED STATES
PEACE CORPS / NAMIBIA

6 June 1994

Edward J. Spriggs, Resident Representative
US Agency for International Development
6th Floor Southern Life Towers
39 Post Street Mall
Windhoek

Dear Ed,

Peace Corps/Washington has now had an opportunity to review the various project documents regarding the Basic Education Support project in Namibia and the role of Peace Corps in the project.

We are pleased to be able to participate in this collaborative effort to upgrade primary education in Namibia. We fully support the goals and objectives of the project and we understand the critical nature of the time schedule for project review and approval within USAID. For our part we do not wish to delay or prevent you from proceeding with full review and approval. We anticipate continuous and timely negotiation of a Participating Agency Service Agreement (PASA) upon project approval by your agency.

As described in the project document, Peace Corps expects to be included as a full participant in the further pre-implementation design and implementation of the Peace Corps aspect of the project. We will provide Peace Corps specialist staff and/or consultants from our Office of Training and Program Support (OTAPS) to work with the Peace Corps in-country staff to complete the Peace Corps documents in collaboration with the project staff. This effort will strengthen our collaborative relationship and provide additional assistance in the design of the Peace Corps volunteer training plan and detailed implementation procedures.

MAILING ADDRESS
P.O. Box 6862, Ausspannplatz
Windhoek 9000, Namibia

TELEPHONE/FAX
Tel: (061) 22-6525/9
Fax: (061) 22-4211
International Dialers Use

BUSINESS ADDRESS
20 Nachtigal Street
Windhoek, Namibia

We anticipate this partnership between our agencies in Namibia will meet the goals and objectives of the project and make a solid contribution toward building the capacity of Namibia primary teachers.

We trust the project review and approval will proceed smoothly and we will be able to proceed on schedule.

Sincerely,

Vyrle Owens

Vyrle Owens,
Acting Country Director

for Ms. Sandra Robinson, Peace Corps Africa Regional Director

ATTACHMENT D:

REDSO/ESA REVIEW AND CONCURRENCE CABLE

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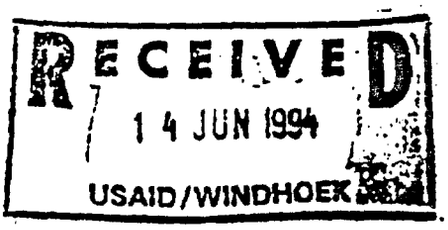
ACTION: AID-2
INFO: RF-1 DCM-1 AMB-1

DISTRIBUTION: AID
CHARGE: AID



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RUEHSA/AMEMBASSY PRETORIA 0737
RUEHSB/AMEMBASSY HARARE 0644
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AIDAC

AID/W FOR AFR/SA, AFR/DP
PRETORIA FOR RLA AND RCO
HARARE FOR REGIONAL CONTROLLER

E.O. 12356: N/A
SUBJECT: BES PROJECT (673-0006) AMENDMENT NO. 2 - REDSO/ESA REVIEW AND CONCURRENCE

REF: PACKAGE CONTAINING AMENDMENT DOCUMENTS RECEIVED BY REDSO/ESA

1. SUMMARY: THE REDSO/ESA EXECUTIVE COMMITTEE PROJECT REVIEW (ECPR) OF THE BASIC EDUCATION SUPPORT (BES) PROJECT AMENDMENT NUMBER 2 WAS HELD ON JUNE 7, 1994. IN THAT THERE WERE NO MAJOR ISSUES AND THE APPROPRIATE CLEARANCES HAVE BEEN RECEIVED FROM THE RLA AND RCO IN PRETORIA AND FROM THE REGIONAL CONTROLLER IN HARARE, THE ECPR RECOMMENDED THAT THE REDSO/ESA DIRECTOR CONCUR IN THE APPROVAL OF THE PP FOR THE SUBJECT PROJECT AND THE AUTHORIZATION OF THE FUNDING FOR THE SUBJECT AMENDMENT TO THE PROJECT AGREEMENT THE GOVERNMENT OF THE REPUBLIC OF NAMIBIA (GRN) U.S. FOR DOLLARS 6.0 MILLION IN FY 94. AS A RESULT OF THE APPROVAL OF THE SUBJECT AMENDMENT TO BES THE TOTAL LOP FUNDING FOR THE PROJECT WILL BE INCREASED TO $18,337,606. NOTWITHSTANDING THIS CONCURRENCE THE ECPR DISCUSSED A NUMBER OF CONCERNS AND MADE A NUMBER OF SUGGESTIONS ON HOW TO IMPROVE THE FINAL DOCUMENTATION FOR THE SUBJECT PROJECT. THESE POINT ARE DETAILED BELOW. END SUMMARY.
2. THE ECPR CONGRATULATES USAID/NAMIBIA AND THE PROJECT DESIGN TEAM ON THE OUTSTANDING AND WELL THOUGHT OUT PP THAT WAS PROVIDED TO THE ECPR. NONETHELESS, A NUMBER OF

UNCLAS AIDAC NAIROBI 10212

RECOMMENDATIONS RELATED TO CHANGES TO SPECIFIC WORDING IN SEVERAL OF THE DOCUMENTS, PRIMARILY TO ENHANCE THE CLARITY AND INTERNAL CONSISTENCY OF THE DOCUMENTS, WERE MADE DURING THE COURSE OF THE REVIEW. THOSE CHANGES HAVE BEEN DISCUSSED WITH MISSION STAFF AND ARE BEING MADE IN THE DOCUMENTS. THESE REVISED FINAL DOCUMENTS, WITH APPROPRIATE REDSO CLEARANCES, ARE BEING HANDCARRIED TO NAMIBIA BY USAID/NAMIBIA PROGRAM OFFICER, JOAN JOHNSON, WHO PARTICIPATED IN THE ECPR REVIEW.

3. IN ADDITION, REDSO/ESA WOULD LIKE TO MAKE THE FOLLOWING RECOMMENDATIONS FOR THE MISSION TO CONSIDER. THESE RECOMMENDATIONS LARGELY DEAL WITH IMPLEMENTATION CONCERNS AND DETAILS:

A. PACD - THE ECPR NOTED THAT ALTHOUGH THE INITIAL OBLIGATION WILL TAKE PLACE IN FY 94, THE INSTITUTIONAL CONTRACTOR STAFF WILL NOT BE IN PLACE UNTIL WELL INTO FY 95 AND THE MAIN BODY OF PEACE CORPS VOLUNTEERS WILL NOT ARRIVE UNTIL FY 96. IT IS ANTICIPATED THAT THE FINAL OBLIGATION WILL BE IN FY 98 AND PROJECT ACTIVITIES WILL WIND DOWN IN EARLY FY 99. AS A RESULT OF THIS ANTICIPATED IMPLEMENTATION SCHEDULE A QUESTION WAS RAISED BY THE ECPR AS TO WHETHER THE EXISTING PACD PROVIDES SUFFICIENT TIME TO FULLY ACHIEVE PROJECT OBJECTIVES. THE ECPR SUGGESTED THAT THEREFORE THE MISSION MIGHT WANT TO EXTEND THE EXISTING PACD BY AT LEAST ONE YEAR TO JUNE 30, 2000.

B. PROJECT BUDGET - THE ECPR NOTED THAT, WHILE PEACE CORPS HAS APPROVED THE OVERALL CONCEPT OF THE PROJECT AND THE PARTICIPATION OF PEACE CORPS VOLUNTEERS (PCV) IN THE TEACHER TRAINING COMPONENT, NEGOTIATIONS ARE STILL UNDERWAY TO IRON OUT CERTAIN FINAL DETAILS, SPECIFICALLY REGARDING THE ISSUE OF WHETHER PCV DIRECT SUPPORT COSTS WOULD BE PAID FROM PEACE CORPS FUNDS OR FROM PROJECT FUNDS. AS IT IS PRESENTLY BUDGETED, THE PROJECT WILL FUND THOSE COSTS. IF THE DECISION IS MADE THAT THE PEACE CORPS WILL FUND THESE DIRECT SUPPORT COSTS, THE PROJECT BUDGET WILL HAVE TO BE AMENDED -- BY PROJECT IMPLEMENTATION LETTER -- SO AS TO FULLY UTILIZE THESE FUNDS (APPROXIMATELY $3 MILLION) FOR OTHER ACCEPTABLE PROJECT RELATED COSTS.

C. PROJECT FUNDING PIPELINE - THE ECPR NOTED THAT GIVEN THE PROJECTED OBLIGATION PLAN THERE IS A REAL POSSIBILITY OF THE PROJECT DEVELOPING A SIGNIFICANT PIPELINE PROBLEM IN FY 94 AND FY 95. PRESENT PLANNING IS BASED ON RATHER OPTIMISTIC EXPENDITURES/DISBURSEMENTS PROJECTIONS. THE MISSION HAS STATED ITS INTENTION TO FULLY FUND THE PEACE CORPS PASA, UP-FRONT, AS WELL AS PROVIDING SIGNIFICANT -- UP-FRONT -- FUNDS FOR THE PROPOSED INSTITUTIONAL CONTRACTOR. SUCH A PLAN SHOULD

KEEP THE PROJECT PIPELINE AT AN ACCEPTABLE LEVEL. HOWEVER, IF PEACE CORPS FUNDS THE DIRECT SUPPORT COSTS OF THE PASA AND/OR THERE IS A DELAY IN FINALIZING THE INSTITUTIONAL CONTRACT, THERE MAY BE A RATHER LARGE PROJECT PIPELINE EARLY IN THE LOP. THEREFORE, THE MISSION SHOULD BE PREPARED TO MAKE ADJUSTMENTS IN THE OBLIGATION SCHEDULE FOR THE BES, SO AS TO COMPLY FULLY WITH THE AFRICA BUREAU'S EXISTING GUIDELINES ON PIPELINE AND FORWARD FUNDING OF PROJECTS. IT IS RECOMMENDED THAT THIS POSSIBILITY BE NOTED IN USAID/NAMIBIA'S SEMI-ANNUAL PROJECT REPORT (SAPR) TO USAID/W.

D. CONTRACTING PLAN -- THE ECPR APPLAUDS THE MISSION'S EFFORTS TO UTILIZE GRAY AMENDMENT FIRMS OR INSTITUTIONS AS THE SOURCE OF THE PROPOSED INSTITUTIONAL CONTRACT FOR THE PROJECT AND CONCURS IN THE DECISION TO MOVE AHEAD IN WITH OPEN COMPETITION FOR THE CONTRACT. NOTWITHSTANDING THIS, USAID/NAMIBIA PROGRAM OFFICER JOAN JOHNSON HAS BEEN PROVIDED ADDITIONAL INFORMATION ON HISTORICALLY BLACK COLLEGES AND UNIVERSITIES (HBCUS) THAT ARE EXPERIENCED IN THE EDUCATION SECTOR AND THE MISSION IS URGED TO REVIEW THIS INFORMATION AND RECONSIDER THE USE OF GRAY AMENDMENT HBCUS BEFORE MAKING ITS FINAL DECISION ON WHETHER TO SEND RFPS ONLY TO GRAY AMENDMENT FIRMS AND INSTITUTIONS OR TO GO WITH FULL AND OPEN COMPETITION. IT WAS NOTED THAT THE METHOD OF PROCUREMENT WILL HAVE AN IMPACT ON THE ANTICIPATED IMPLEMENTATION SCHEDULE FOR THE PROJECT, WITH FULL AND OPEN COMPETITION NO DOUBT TAKING SOMEWHAT LONGER.

E. HOST COUNTRY CONTRIBUTION - THE ECPR NOTED THAT THE PP CALLS FOR A GRN CONTRIBUTION OF 25 PERCENT TOWARD THE OVERALL BUDGET OF THE PROJECT AND THAT AN EXCELLENT, DETAILED BUDGET FOR THAT CONTRIBUTION WAS INCLUDED IN THE PP. SUCH CAREFUL ANALYSIS ON THE PART OF THE PROJECT DESIGN TEAM IS COMMENDED, HOWEVER THE MISSION IS REMINDED THAT SUCH A CONTRIBUTION WILL REQUIRE CAREFUL MONITORING AND RECORDING THROUGHOUT THE LOP SO AS TO INSURE THAT IT IS FULLY ACCOMPLISHED FOR AUDIT PURPOSES. ECPR SUGGESTS THAT THIS FACT SHOULD BE REITERATED TO THE GRN PRIOR TO FINAL SIGNATURE OF THE PROJECT AGREEMENT. SHOULD THERE BE ANY QUESTION AS TO THE VIABILITY OF THE GRN'S COMPLIANCE WITH THIS REQUIREMENT THE MISSION MAY WANT TO RECONSIDER THE POSSIBILITY OF OBTAINING A WAIVER OF THE 25 PERCENT HOST COUNTRY CONTRIBUTION REQUIREMENT.

4. CONGRESSIONAL NOTIFICATION (CN) - ECPR NOTED THAT THE CN FOR THE SUBJECT AMENDMENT HAS BEEN SUBMITTED AND IS DUE TO EXPIRE ON JUNE 23. THE MISSION IS REMINDED THAT FUNDING SHOULD NOT BE OBLIGATED UNTIL THE CN EXPIRES WITHOUT OBJECTION.

5. REDSO/ESA FEELS THAT THIS BES DESIGN, REVIEW AND CONCURRENCE PROCESS HAS BEEN AN EXCEPTIONALLY SMOOTH ONE AND LOOKS FORWARD TO A CONTINUATION OF THIS SUPPORTIVE RELATIONSHIP. IN ORDER TO INSURE THAT REDSO PROJECT FILES ARE UP TO DATE, PLEASE SEND COPIES OF THE FINAL, SIGNED AUTHORIZATION AND OBLIGATION DOCUMENTS, INCLUDING THE PP AMENDMENT AND ATTACHMENTS TO REDSO/ESA BY DHL. BRAZEAL

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ATTACHMENT E:

REFERENCES

EMIS Bulletin, Volume 1, Number 2. 1993. Primary Education in Namibia: Selected Indicators. (Ministry of Education and Culture, Windhoek). pp 22.

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ATTACHMENT F:

THE DESIGN TEAM

The Project Amendment was developed as a collaborative effort of the Ministry of Educaiton and Culture, USAID/Namibia and US Peace Corps Namibia, with substantial support and involvement of AID/W and REDSO/ESA.

Within the MEC, the key point of liaison was the BES Project Steering Committee:

Mr. Ambrose Agapitus, Director of Education Programs and Committee Chair.

Mr. Joseph Mukendwa, Director of Planning.

Mr. I.F.J. van der Merwe, Director of Curriculum, NIED

Mr. Gordon Elliott, Director of Auxiliary Services

Mr. N. A. Mthoko, Adult and Nonformal Education

Mr. Friedhelm Voigts, Chief, EMIS and Secretary to the Committee

In addition, substantial time and support was provided by a range of MEC officials, who generously contributed their time and energy, attending meetings, reading and correcting draft documents, and actively contributing to the conceptualization of the amended project design. It would be almost impossible to completely acknowledge all the individuals within the Ministry who participated in this process. Key participants included:

Mr. Nahas Angula, Honorable Minister of Education and Culture

Mr. D.H.A. Tait, Director of Primary Education Programs

Mr. Peter van Vuuren, Windhoek Regional Office

Mr. Theo Kamupingene, Director of Education Programs, Designate

Ms. Patti Swarts, Acting Director of NIED

Mr. Patric Simataa, Chief: External Resources

Formal drafting of the Amendment documents was conducted in two stages during March through May 1994.

During the first phase, March 1994, an eight-member team completed drafts of selected background analyses and drafted a concept paper, which form the basis of the technical approach in the Project Paper Amendment.

Dr. Jesse McCorry, Team Leader, Independent Consultant provided by the Academy for Educational Development under the ABEL Project.

Dr. Sharon Anne Harpring, Independent Consultant provided by the Academy for Educational Development under the ABEL Project.

Dr. Esta de Fossard, Independent Consultant provided by the Academy for Educational Development under the ABEL Project.

Dr. Mark Lynd, Independent Consultant provided by Creative Associates International under the ABEL Project.

Dr. Diana Prouty, ARTS/AFR, A.I.D./Washington

Dr. Joy Wolf, ARTS/AFR, A.I.D./Washington

Dr. Ruth Buckley Hughes, REDSO/ESA, Nairobi

Dr. Larry Forgy, REDSO/ESA, Nairobi

During the second phase of design, the Project Paper Amendment was completed, outstanding analyses were completed and/or revised, the Amended Project Agreement was drafted as were key sections of the RFP for an institutional contractor and PASA. During the second phase, the following individuals participated:

Mr. Tom Staal, Team Leader and Project Development Officer, REDSO/ESA, Nairobi

Dr. Ruth Buckley Hughes, REDSO/ESA, Nairobi

Dr. Joy Wolf, ARTS/AFR, A.I.D./Washington

Dr. Mark Lynd, Independent Consultant, contracted directly by USAID/Namibia

Mr. Donald Keene, Regional Legal Advisor, USAID/Pretoria

Mr. John McAvoy, Regional Contracting Officer, USAID/Pretoria

Mr. Douglas Condon, Regional Controllers Office, Harare

From early conceptualization, and throughout the design process, the MEC and USAID worked in close collaboration with colleagues at U.S. Peace Corps, Namibia, including:

Ms. Bessy Kong, Director

Mr. Verl Owen, Acting Director

Mr. Kurt Pope, Associate Peace Corps Director/Administration

Ms. Loini Katoma, Associate Peace Corps Director/Education

Within the USAID Mission, key participants in the design process included:

Ms. Joan Johnson, Program Officer

Dr. Victor Levine, BES Project Manager

Ms. Irene Stutterheim, BES Administrative Officer

Mr. John Ashikoto, BES Data Analyst

Ms. Diana Mugaviri, BES Administrative Assistant.

USAID/MEC

Basic Education Support (BES) Project

Project Paper Amendment Number 2

Technical Analysis

30 June 1994

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TECHNICAL ANALYSIS A:

TARGET SCHOOLS INTERVENTION

Since independence in 1990, the Government of the Republic of Namibia has allocated a significant amount of its national budget to education (21% in 1991 and 27% in 1994) and has embarked on a major overhaul of the pre-independence splintered educational system from 11 different ethnic administrations into one entity, the Ministry of Education and Culture, which serves six education regions. Today, approximately 13,000 teachers are teaching 456,454 learners in 1,314 primary and secondary schools nationwide.

The new MEC, with the support of various donors, has made significant progress toward addressing the shortage of qualified teachers and has taken steps to rectify the inequalities in the system which existed prior to independence. Under the new reform, MEC has patterned its curriculum on the "Cambridge Curriculum" and has adopted the International General Secondary Certificate of Education (IGSCE) and the Higher International General Secondary Certification of Education (HIGSCE) systems of certification. MEC's efforts to upgrade Namibia's teacher education and inservice training have consisted of the following three major programs:

a) Basic Education teacher Diploma (BETD) and its related teacher education program;
b) Inservice Teacher Education (INSET) program; and
c) Teachers' Resource Centers.

The BETD and Related Education Program The BETD was introduced in 1993, with assistance of Sweden and is now being piloted in the four Colleges of Teacher Education. Under this program, the MEC is developing a new teacher training curriculum guide to support the basic education reform. As structured, the BETD program promotes a more learner-centered approach to teaching, with emphasis on the importance of locally relevant content for learners. All four Colleges of Teacher Education are participating in this program and expect to graduate their first classes late in 1995.

The In-Service Teacher Education (INSET) program began as a result of recommendations from a Task Force appointed by the MEC to explore ways to standardize the various approaches to in-service education. This Task Force identified five areas in need of development including the INSET approach. INSET comprises two components: the in-service teacher education effort, being coordinated by UNESCO, and the Curriculum Implementation Project (CIP), being coordinated by the MEC with other donor agencies. The UNESCO program is currently being piloted with 500 teachers nationwide.

Teachers' Resource Centers (TRCs) have been established throughout the country and serve as the main network for dissemination of materials related to the new curriculum. TRCs were designed to "provide an infrastructure of skilled people, facilities, media and materials to support the education reform process, especially with respect to the professional

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development, maintenance and upgrading of teachers."[1] As envisioned, these sites will form a national network and become viable structures through which teachers will be trained as teacher educators, and train others (the cascade model). Today, the TRCs operate at two levels: national and local. Nationwide, there are ten national TRCs and eleven local TRCs connected to the national ones.

THE SHORTAGE OF QUALIFIED TEACHERS

Namibia's shortage of qualified teachers is a major impediment, and one that has been cited in every major MEC document and donors' proposals for teacher education and in-service training assistance. There are two types of teachers in this category: those teachers under-qualified for the position owing to lack of teacher training and those teachers unqualified because of inadequate formal schooling. Many teachers in the latter category have only completed Grades 8 through 10 and most are found in rural areas teaching at the primary level. In 1988, 61% of the country's 13,000 teachers had completed fewer than ten grades of school, and had fewer than two years of teacher training. 81% of the teachers in Ovamboland fell below this percentage level, while over half the country's white teachers had a minimum Grade 12 level schooling and/or higher plus four years of teacher training/education.[2]

Since independence, pre-service teacher education has become a focal point of the MEC and major education sector donors. As a consequence, the chronic shortage of qualified teachers has abated slightly, but still remains a major problem. By 1993, 64% of Namibia's 13,000 teachers had received some type of teacher education or inservice training[3]. The remaining 36%, most of whom teach at the lower primary level, have yet to receive any type of professional training and/or upgrading[4].

The above data suggest four patterns which have historically characterized Namibia's teaching force: (a) limited professional qualifications, (b) limited academic qualifications, (c) lower qualifications in primary schools than found in secondary schools, and a growing disparity between the former advantaged (white) and historically disadvantaged (black) teachers, both in terms of professional qualifications and academic background.

REASONS FOR THE SHORTAGE OF QUALIFIED TEACHERS

There are three major constraints to resolving the chronic shortage of qualified teachers in Namibia: (a) lack of accessability to and inadequate provision of pre-service teacher

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[1]The Five-year Development Plan for Teacher Improvement, Report of the Working Party, Ministry of Education and Culture, September 1991.

[2]English Language Treacher Development Project, draft project proposal by the Overseas Development Administration, June 1993.

[3]The training Needs of Serving Teachers: A Sample Survey, UNESCO, 1991.

[4]The Training Needs of Serving Teachers: A Sample Survey, MEC and UNESCO, 1991.

education; (b) inadequate provision of in-service teacher education; and (c) inadequate accreditation opportunities and programs.

Inadequate provision of pre-service teacher education Because few Namibian teachers had access to opportunities for formal education and few had been formally trained prior to independence, the newly integrated education system began with an acute shortage of qualified teachers. Increased enrolments since independence have likewise accelerated the need for more new teachers (estimated as 1,000 per annum) to maintain the official learner-teacher ratio (the average of 30-1). In 1994, it is anticipated that the combined number of graduates from the University and Colleges of Teacher Education will be approximately 700 - a shortfall of about 300 teachers given the official teacher-student ratio of 30-1.

Inadequate provision of in-service teacher education The MEC and numerous donor agencies offer in-service education opportunities for teachers already in the workforce, but these efforts are inhibited by the following factors:

- *Lack of donor coordination.* At a meeting in April, 1994 representatives from twelve donors, supporting in-service teacher education, identified the following as major problems encountered in their programs: (1) difficulty of identifying and keeping counterparts, (2) the government planning and decision making process, and (3) difficulties in coordinating efforts among donors and in assisting one another to avoid duplication of efforts.

- *The problem of access.* Many teachers, especially women who represent the predominant gender found at the primary level, have obligations to their families which prevent their taking advantage of after hours training programs.[5] Many are farmers and cannot leave their farming commitments. UNESCO's 1991 survey of teachers' needs cited above, found that women teachers outnumbered men teachers 3 to 1 in favor of holding workshops in their own schools or nearby settings. The lack of transport was another key constraint cited in the UNICEF report.

- *Scope and speed of curriculum implementation effort.* The National Institute for Educational Development (NIED) is simultaneously attempting to redesign, develop and implement curricula and syllabi for all subjects at all levels (42 subjects at the Senior Secondary level, and 39 for Grades 1 through 10, including 9 local languages). A large number of teachers have not yet mastered the old education system, and now must learn a completely new system in a short time frame.

- *Content of the new curriculum.* Learner-centered education, now being implemented, requires a more thorough knowledge (comprehension) of the subject matter to enable dialogue with his/her learners about that subject in a constructive and meaningful way. Most of the less qualified teachers have not been exposed to this teaching methodology and therefore lack the background knowledge in specific content areas

[5]60% of junior primary teachers are women, though the ratio varies by region. 31.8% of Rundu's lower primary school teachers are women, whereas 64.1% of Windhoek's are. In secondary schools, the male/female teacher ratio is almost even.

to use it successfully. The lack of English comprehension also adds to the above problem.

Inadequate accreditation opportunities The In-Service Teacher Education (INSET) program has just begun its piloting phase, and it is therefore too early to evaluate its success. The MEC is proposing to confer authority to establish accreditation policy and powers to a newly created body: the National Accreditation Council for Teacher Education in Namibia (NACTEN), due to be approved in June.

SHORTAGE OF QUALIFIED TEACHERS: SOME EFFECTS

The lack of qualified and under-qualified teachers in Namibia can be directly linked to the following:

Poor learners outcome Namibia's education system is experiencing high failure and repetition rates, high drop-out rates, and increased numbers of over-age learners in the system. The national repetition rate is 19.6%, and the national drop-out rate is 7.9%. These rates are even higher in lower primary.[6]

Inefficiency High failure and drop-out rates mean that student success rates are low for the level of teacher input, resulting in gross inefficiency in the teaching system, and a drain on valuable teacher time resources which could otherwise be directed to other learners.

Oversized classes In one region, Ondangwa, 85% of the teachers have classes with a minimum of 40 pupils and some exceeding 100. Oversized classes are a major problem in the northern part of the country with the highest population density. Oversized classes mean increased workload for teachers and reduced attention per learner, and is intensified by teachers having to teach classes comprised of mixed age groups of learners with varying degrees of comprehension.

Lack of access to schools Access to a basic education is guaranteed to all by the Namibian Constitution. Yet many learners start school late, some drop out and some do not attend at all. Further, owing to a number of reasons, some cultural, not all parents readily see the benefits of education, while in some schools learners eager to learn may find classes without teachers.

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[6]Reasons for the high failure and repetition rates are unclear, though most people believe that it is a residue of the Apartheid ethos of school as necessarily difficult, that only a few students should excel, and that a teacher who does not fail substantial number of students is a bad teacher. Some education officials also claim that many students do not know how to learn, that they have been inadequately prepared by the time they reach the upper levels, and in any case, they see repetition as "an inalienable right." One teacher noted that given the scope of the new curriculum, some students resign themselves in advance to the fact that one year will not suffice, so they take two years to master a given subject.

Lack of job security Teachers who are not certified and considered unqualified (w/o credentials) are categorized as "temporary"; they are hired under a one year contract basis and have few if any tenure rights.

Political/social instability High failure and repetition rates among learners have attracted criticism of the school system both from learners and parents. These criticisms generally focus on the new curriculum and teacher qualifications.

IMPROVEMENTS AND TRENDS

The MEC has recently begun shifting its focus away from secondary to primary education, as evidenced by the allocation of more resources to primary education. MEC is now spending 49.3% of its budget on primary education, and 30.4% on secondary education. In addition, there has been a concerted move to improve the access of lower primary teachers to MEC inservice teacher training opportunities. The INSET pilot program assigns preferential admission to lower primary teachers. Yet aside from the INSET pilot program, the schedule for in-service training for 1994 does not yet reflect this change. With the exception of English offered to Grade 1 teachers, almost none of the workshops sponsored by the donor agencies and the MEC are designed for teachers in Grades 1, 2 and 3. With the exception of Natural Science and Health Education, none of these workshops are designed for teachers in Grade 4, while virtually all of the workshops are designed for Grades 5-12.

FEASIBILITY OF THE BES PROJECT AND HOW IT WILL ATTEMPT TO CORRECT THE ABOVE DEFICIENCIES

The BES Project's Target Intervention Component will seek to upgrade both skills and competency of the most disadvantaged teachers found at the lower primary level, who generally teach in rural schools and in remote locations. To reach these teachers, the target school intervention component will utilize Peace Corps Volunteers, who will be on-site (at schools), after receiving specialized training. Utilizing supplemental materials, these PCVs will, through observations, and one-on-one teaching methodology, assist all teachers in the target school(s) and provide specialized attention to those who are weak in areas of instruction, English comprehension and who lack formal training. The expected outcome of this intervention will be teachers with improved and upgraded skills who possess the capacity to implement the new curriculum with the end beneficiary being the learner and improved learners outcome. The BES project interventions, as designed, will utilize the following approaches and areas of focus:

1. **Target** the neediest group of teachers at the selected lower primary schools teaching Grades 1-4.

2. **Provide** assistance in identified area of weakness to enable targeted teachers to enhance and strengthen their capacity to implement the new curriculum

3. **Meet** the stated objectives of the MEC and the INSET program by providing a mechanism whereby credit for in-service education/training can count towards

reaching basic BETD competencies and be conferred to teachers for participation in upgrading both their skills and qualifications.

4. **Reduce** the country's high failure and repetition rate among learners by improving instructions and capacity of teachers to implement the new curriculum, thereby improving learners' outcomes.

5. **Enhance** opportunities of the targeted teachers to achieve greater job security using in-service training under the BES project to meet minimum requirements of teacher certification.

6. **Strengthen** the TRC network of in-service education currently provided by the MEC and donor groups by assisting with improved communication, materials development, and outreach to schools.

7. **Provide** in-service education to teachers who formerly had great difficulties attending workshops.

8. **Provide** greater accessibility to workshops and training venues to targeted teachers.

9. **Strengthen** and build on the existing circuit (network) system established as delivery and organization systems for education in Namibia.

10. **Facilitate**, promote and encourage senior education officials (principals/headmasters) to tap into regional education offices, TRCs, etc (i.e, Circuit Inspectors' office) for assistance. This project will, whenever practical, complement other on-going regional activities of the MEC and other donors to facilitate contact between Advisory Teachers, Principals, Master Teachers and Teachers within already-existing circuits and clusters while avoiding duplication of structures by coordination of efforts.

11. **Utilize** the cluster approach to provide outreach to other teachers wishing to upgrade skills and methodology based on concept of selected schools organized into clusters (3-10), and clusters organized into circuits, followed by circuits organized into regions, with participating targeted schools (principals and teachers) knowing to which cluster they belong, and the circuit backstopping their cluster.

TEACHER EDUCATION RELATED DONOR ACTIVITIES IN NAMIBIA

The following table summarizes the major pre-service and in-service teacher education in support of the MEC's on-going efforts:

TEACHER EDUCATION AND RELATED ACTIVITIES IN NAMIBIA

		PRE-SERVICE	IN-SERVICE
PRIMARY	LOWER (1-4)	1,5,6,10	1,2,7,8
	UPPER (5-7)	1,5,6,9,10	1,2,5,9
SECONDARY	JUNIOR (8-10)	1,4,5,6,9	1,3,4,5,9,11
	SENIOR (11-12)	1,6,9	1,2,3,4,5,9,11

1. UNDP/UNESCO provides support for the development and implementation of In-Service Teacher Education Program (INSET). The purpose of INSET is to enable teachers to upgrade both their skills and their professional qualifications while still at work in the classroom. INSET is the MEC's principle vehicle for enabling teachers in the field to earn the Basic Education Teachers' Diploma (BETD) through in-service education. UNDP/UNESCO has also provided support for a study of teachers' education needs in 1991, and the development of BETD modules for the INSET program, which is currently being piloted. Additionally, UNESCO provides pre-service education support through the sponsorship of microteaching workshops in the Colleges of Teacher Education.

2. DANIDA sponsors the Namibian Primary Teachers' Program (NPTP), an in-service teacher education projects for primary school teachers in the fields of Science, English, Mathematics and Library science.

3. The European Economic Community through the European Development fund supports the Instant Project at the level of approximately US$4,5 million from 1991 to 1995. With the assistance of Vrjie Univesiteit of Amsterdam and the British Council, the Instant project provides a team of professional educators who conduct In-service Teacher Education in classrooms to teachers of Science and Maths at the junior and senior secondary level. Instant Project staff assists with the preparation of teacher support materials, participating in subject panes, and provision of books and materials.

4. DANIDA/Ibis sponsors the Life Science Project. It begun in 1989 and is planned through 1999. Ibis is involved in curriculum development, development of education materials and inservice and pre-service life science education for teachers of Grades 8,9 and 10. Life science is a new compulsory subject which combines biology, ecology, agriculture and health, and is seen as a key element of the new learner-centred curriculum. This inservice program follows the cascade model and completes two cycles yearly. Ibis will pay salaries of 10 Namibians employed as advisory teachers to support this program. In addition, Ibis is presently the biggest sponsor of Teachers' Resource Centres, having provided funding for building renovations for TRCs in Keetmanshoop and Khorixas, for staff for the Ondangwa TRC, for the creation of a new centre in Tsandi (Ondangwa), and for renovations, staff and equipment in the TRC in Katima-Mulilo.

5. SIDA supports pre-service teacher education through the University of Umea. The major thrust of this effort has been the Teacher Education Reform Project (TERP), which, with the assistance of ODA, has taken the lead in developing the BETD program for pre-service teacher education. SIDA has also assisted with the development and printing of the INSET instructional module guides. The Africa Groups of Sweden has assisted with funding, staffing and equipment for the TRC at Ongwediva (Ondangwa). Finally, SIDA has provided support for the school-based studies project in which learners in the Colleges of Teacher Education develop research projects in schools where they observe as pat of their teaching degree.

6. The US Peace Corps, through its Teacher Training Project, the US Peace Corps provides peace Corps Volunteers (PCVs) as teachers and teacher educators as the main focus of its presence in Namibia, with 50 secondary Maths, Science and English teachers in the schools, four PCVs as teacher educators in the Colleges of Teacher Education, and one PCV is in the University of Namibia English Access Bridge Program. Ten PCVs serve in local and national Teachers Resource Centres, including Grootfontein, Khorixas, and Gobabis, and staff in the Katima Regional TRC, among others. Peace Corps aims integrate the activities of its PCVs into the INSET program more directly, and to expand its teacher education program in general.

7. The Africa Groups of Sweden, a Swedish NGO, provides assistance in Lower Primary, especially on-the-spot teacher education, in church community schools in the north.

8. Britain's Overseas Development Agency (ODA) supports in-service education in Namibia with numerous projects. Primary Education Literacy Development, or the "Molteno Project," began in 1992 and utilizes local language and adapts it to early childhood literacy and numeracy activities and materials. The materials are made available, along with education in how to use them, for Grades 1-4 in Rundu, Ondangwa, and Windhoek.

9. ODA is also funding the English Language Teachers' Project (ELTP) which will provide five long-term technical advisors to serve as English language advisors in each of the country's four Colleges of Teacher Education and 12 long-term technical facilitators ("Single-Status Trainers") to serve in six TRCs (2 in each): Gobabis, Opuwo, Ongwediva, Rundu, Keetmanshoop and Katima Mulilo. This intervention is targeted at Grades 5 and up. The complete team will arrive in country on August, 1st to begin this three year intervention.

10. Florida State Universities (FSU), whose contract expires in March, 1995, assisted with the curriculum and materials development effort for Grades 5-7. Activities included development of English and Maths syllabi, Grades 1 and 4; development of Teachers' Guides for English and Maths, Grades 1 and 4; development of "spot materials" or brief, focused, important and quickly achievable materials for use by teachers and principals and others; development of "Discipline from Within," a teachers' guide to encourage methods of self-control on in the classroom instead of corporal punishment. As part of their contract, FSU provided the MEC with ten

Macintosh computers and printers, a fax machine, and a heavy duty copier. They also provided significant training services in the use of computers and desktop publishing.

11. The University of Bremen (Germany) sponsors the Centre for Applied Social Sciences (CASS) to implement the Namibia Project, which develops social sciences materials, conducts in-service teacher education workshops for junior and senior secondary teachers, and assists the MEC with its curriculum implementation effort during the holidays. CASS is finishing its Social Studies Bridging Program for Grade 4 this year due to the introduction of the new syllabus in 1995, and is involved with development studies as an IGSCE subject. CASS also established two local TRCs in Nyambali and Okatana (Ondangwa).

Other donor projects include:

- DANIDA supports the English Language workshops of the Namibia National teachers Union (NANTU) which identifies committed teachers and trains them as teacher educators so they can train others. NANTU also develops basic teachers' competency materials and distributes a primary teachers' newsletter.

- The Rossing Foundation conducts English language classes for teachers in Windhoek, Tamariskia, Ondangwa and Omaruru following the Pitman English course model. Rossing is also available to assist the MEC with implementation of the INSET program.

- GTZ (Germany) math teacher in-service, Rundu (not yet operational)

- The Council of Churches in Namibia (CCN) and the Rossing Foundation have a joint program to provide in-service education to teachers in the fields of science, mathematics and english. CCN also provides education through correspondence for adults and out of school youths, and organizes short courses and seminars by correspondence aimed at teachers, study centre supervisors and farmers.

- ODA has assisted with the Reform of Examinations System Project, and the Namibian Extension College.

- NAMAS funded the construction a new TRC in Ruacana (Khorixas), upgrading of English secondary teachers, and production and workshopping of materials.

- The African Development Bank (ADB) built and supplied equipment for two teacher education colleges in northern Namibia.

- Norway - NAMAS development of TRCs.

TECHNICAL ANALYSIS B:

CONTINUOUS ASSESSMENT AND TESTING

The Ministry of Education and Culture (MEC) in Namibia is implementing a major reform of its basic education system, initiated in 1990 after Namibia achieved Independence. This involved replacing the eleven separate systems of education each based on ethnic division, with a single, national system. Part of this reform also involves an ambitious program of teacher education, school curriculum and examinations reform to move to a learner centred classroom and school environment. The pre-independence system had educational programmes with its goals and objectives imposed from South Africa, and was characterised by severe disparities based on racial and ethnic considerations. The school syllabuses and examinations came from the Cape Education Department in South Africa. One of the main criticism of the system was that it was not learner centred and that assessment procedures encouraged rote learning and very little thinking. The rigid examination system, administered under tight central control, had resulted in a system where the vast majority of pupils fail at all levels in the name of "standards". The emphasis has been on norm-referenced testing to select out, each year from each class in the country, the small handful who will pass and labelling the remainder as failures who will be pushed out of the school system. Since the introduction of reform the emphasis has moved to criteria-referenced tests. Criteria referenced tests are particularly useful to those concerned with monitoring, evaluating, and improving an educational system. They can provide information at several levels, each of which have important decision-making implications. For example, a test of mathematics skills can tell a teacher whether her instruction has been effective and can pinpoint those student who have not mastered particular skills. Using this information, the teacher can decide whether to reteach the lesson or move to the next lesson. At the school level, a criteria referenced test can assist the headmaster to determine which teachers may need assistance or additional resources. At regional and Ministry-level managers use results to help assess how well schools across the system or regions are functioning.

Prior to the reform there was no mention of the use of tests for diagnostic reasons or to help the teacher assess the needs of the learners. The resulting attrition levels were high, as reflected in drop-out. The result was a system in which less than 1% of the total pupil numbers enrolled in Standard 10 and only 40% of these small numbers succeeded in passing the matriculation examination at the end of Standard 10.

The reformed national assessment system involves a certification examinations component incorporating both a continuous school-based and an external based assessment component at secondary and upper primary levels and CA in lower primary. The concept CA refers to a cumulative, comprehensive, and systematic process of finding out how well learners have achieved the desired instructional objectives delineated in the syllabus or curriculum and is also guidance orientated (Mkandawire, 1992). It monitors the learning process in areas of basic competencies, reasoning, the learner's personal and social development, knowledge and other attributes and guides the learner's further development. Unlike previously used assessment procedures, which serve the purpose of identifying differences in learners' abilities and achievements, CA is concerned about the gains the individual learner has made in terms of knowledge, attitudes and skills. The process enables teachers to make informed decisions about the effectiveness of their teaching materials and methods, and to select

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alternative ways of motivating the learner who has not mastered the curriculum objectives. It enables the teacher to identify learner difficulties as they occur rather than at the end of the term or school year. Assessment requires a wide range of assessment techniques and skills to suite different requirements of the syllabus and needs to be supported by teachers with skills to carry out their expected tasks. Examples of instruments and activities employed for CA are: observation of classroom performance (eg interaction and participation in pair, group or whole class work), skills checklists, profiles, assignments and projects appropriate for lower primary learners, role-play, peer-tutoring, debates and informal discussions. Learner centred education cannot be realised without good learner assessment. The proper application of assessment of student performance is an essential part of good teaching and forms an integral part of the learner centred approach to education. The process enables teachers to make more reliable decisions regarding the mastery of basic competencies and learning objectives, appropriate strategies to address deficiencies, and promotion and retention of learners.

Namibia had inherited a system which was dominated by the Examinations Board, particularly on secondary level. Most Namibians, non-educators as well as educators, are strongly conditioned to the present examinations structure and have to varying degrees, internalized a belief that the system is objective and fair for everyone. This suggests that making significant changes in the nature of examinations is not a short term task. To address the problems with rigid examination and promotion policies of the past, the MEC is currently discussing a graded pass option for primary education, where pupils would generally be promoted, but would carry with them a record of their performance in various subjects. The emphasis on making a binary pass/fail decision each year would be dropped. The goal would be a system where most pupils are promoted and most achieve at least a minimal competency in the core subjects. Selection for the higher grades would be based on the grades obtained at the previous levels.

However, the role of testing, continuous assessment and examinations in the reformed educational system still appears to be in the developmental stages. Much of the institutional development, during the first four years of the reform, focused on the establishment of a Namibian Directorate of National Examinations and Assessment, and the introduction of a Grade 10 and Grade 12 certification. All learners study Grades 8-10, following the syllabi for the Junior Secondary Certificate (JSC). This is an external examination set and marked by the Directorate of National Examinations and Assessment, although about half the marks in each subject are provided by teachers' assessment of course work. Candidates take nine subjects, six compulsory and three chosen from a large range of options. A certificate is awarded if a grade is gained in any one or more subjects.

The JSC is used as a selection procedure to higher secondary education (Grades 11 and 12), to which about half of the 22,000 Grade 10 graduates have proceeded (Communication with Examinations Directorate May, 1994). The University of Cambridge International General Certificate of Secondary Education (IGCSE) is the basis of examinations at the end of Grade 12. Most subjects are set and marked in Britain, except for African Languages and technical/vocational subjects which are set and marked in Namibia.

Candidates enter for six subjects and are awarded a certificate if a grade is gained in any one or more subjects. The IGCSE is the matriculation requirement for the University of

Namibia. Those wishing to enter universities abroad may take the Higher IGCSE (HIGCSE) in some subjects; this is recognized as equivalent to the South African Matriculation examination.

Even though neither the JSC or the IGCSE/HIGCSE are diagnostic, the intention was to introduce an examination that tests understanding and analytical skills rather than rote learning to act as a catalyst for change towards a learner centred classroom environment, in an examinations driven system.

At the lower primary level, the lack of a certification examinations component has to some extent avoided the development of exams driven primary system. However, the existence of eleven separate ethnic based education authorities without clearly developed learning objectives combined with norm driven assessment policies, have led to the development of arbitrary and inappropriate assessment and testing standards. As a result a high percentage of lower primary learners are retained or drop out of school each year. In Rundu and Ondangwa, over 40 percent of Grade 1 learners were retained in 1992; approximately 50% drop out before the end of grade 4. This indicates a general lack of understanding for the teacher's role and responsibilities for student performance. For change to be realised would require re-training of teachers in the area of assessment and remedial or consolidation education. The assessment component will support the project in the following areas:

A. THE DEVELOPMENT OF CONTINUOUS ASSESSMENT INSTRUMENTS, MATERIALS AND TECHNIQUES:

While work is continuing on the development of the primary curriculum, assistance is required in the development of materials, including instruments, to assist the process of testing and assessment in Grades 1 - 4. Work on CA has already begun within the Ministry with assistance from other donors and technical assistance contractors as part of those teacher's guides already developed. Using the new syllabuses, SWGs are writing (or have written) basic competencies for each of the grades. Assistance is required to ensure the coordination of the programme across the curriculum; to assist the SWGs to write CA materials; to have materials certified and validated by the Examinations Directorate; and for teachers to acquire the necessary support to adopt and employ these techniques by addressing the following aspects of CA:

1. Providing relevant information to the teacher on how to assess on a continuous basis and how to monitor learner progress towards basic competencies.

2. Increase teachers' general capacity to assess on a continuous basis by giving them the materials with which to do this and teach them how to assess the extent of learner attainment of instructional outcomes. This should include examples of activities and instruments, recording and reporting materials and an indication of what is expected from the learner.

3. Provide teachers with associated CA materials, to allow the teacher to react to the results of the assessment and effectively plan and implement consolidation activities.

As part of the project, CA materials will need to be developed for teachers in selected subjects for Grades 1 - 4, in cooperation with SWG's to try to achieve integration of curriculum, instruction and assessment and not to separate assessment artificially from teaching and learning.

To achieve this,the BES project will have to build upon existing material in this area (including the Assessment part of the BETD course - Module VI.1 (11/93) for year One). To this purpose it is envisaged that two main CA documents will be developed under this project; a teacher's guide to CA and a set of Training modules for the O-RP Kits.

A second major thrust would be regional workshops organised by the Assessment and Testing Coordinator aimed at increasing the skills base of those concerned with the implementation of CA nationwide. This would include the introduction of the program nationally and monitoring its effectiveness.

B. END OF GRADE 4 ASSESSMENT:

The MEC has established an examinations directorate which is responsible for designing and administering certificates, particularly the International General Certificate of Secondary Education (IGCSE), which the Government is committed to at the end of Secondary School. At this point in time the exact relationship at the primary level between NIED and the Examinations Directorate is still somewhat unclear, beyond the broad definition of NIED being responsible for the new curriculum and syllabi and the Examinations Directorate being responsible for validating standards and tests. Having its own examinations directorate can enable the MEC not only to avoid costly external examinations, but potentially it could also ensure a more effective curriculum development process, provided an effective link is developed between NIED's Curriculum reform effort and the Examinations Directorate. Unless papers that learners write are seen by nationals, they cannot identify specific areas in which learners experience difficulties and make adjustments to the curricula accordingly.

In grades 1-3 all assessment is to be done by classroom teachers. At Grade 4 it is anticipated that the assessment system will include an end-of-Grade 4 assessment to be administered to learners concluding the lower primary phase. This will be an internal school based assessment tool. It is envisaged that the Examinations Directorate will develop the capacity to provide this common examination, in the form of a criteria referenced test, which will be administered and marked by the local schools. The test would focus on assessing mastery of the basic competencies in English language, mathematics and other competencies identified in the curriculum. The project will assist in the development of this Test once the MEC has made a decision on the timing and nature of the Test.

C. INTEGRATION OF NATIONAL LEARNER BASELINE ASSESSMENT AND THE GRADE 4 TEST.

In the longer term, for the Ministry's reform to be effective, it is important to monitor whether the program yields real change within the classroom, especially in terms of gains in learner achievements. There needs to be an assessment over time which can be analyzed to provide evidence on the question of achievement. This will help to ensure a more effective curriculum development process, which as an ongoing process must be driven by

appropriate feed-back mechanisms and based on learner's actual levels of proficiency. Specific areas in which pupils experience difficulties need to be identified and adjustments to the curricula made accordingly. Further assistance will be required in developing capacity in baseline assessment, in the collection and analysis of information at school level, in the development of programmes for individual subjects and in monitoring the effectiveness of subject CA.

The MEC has already initiated this process by conducting the 1992 National Learner Baseline Assessment in Grades 4 & 7 in English, Mathematics and Oshidonga. The tests were administered to a 10% sample of learners, designed to assess whether or not an individual had learned the skills or knowledge that were expected to be taught. These baseline competency Tests could be adapted to become school-based assessments to be administered to learners concluding the primary phase. As an internal assessment tool at the end of grade 4, the grade 4 competency test could also assist to verify change on a national level. The project will assist in adapting the instruments of the National Learner Baseline Assessment Test for use as an end of Grade 4 assessment.

The basic competency tests, combined with appropriate feedback mechanisms for teachers, can help to identify problem teaching areas, and the level of basic competencies. This information helps establish the objective basis for curriculum design and the setting of curriculum objectives. It helps establish a two way flow of information and support between the school level and curriculum developers in MEC, so that syllabi and materials can increasingly reflect the local realities of Namibia's lower primary classrooms. The information gathered from the basic competency test help form an objective basis for the subject panels on which to base decisions on the need for revisions of either the broad or subject curriculum for improving the performance of learners.

TECHNICAL ANALYSIS C:

CURRICULUM AND MATERIALS DEVELOPMENT

Introduction Following independence in 1990, the Government of the Republic of Namibia (GRN) consolidated its eleven educational administrations founded on ethnic lines into six educational regions (recently changed to seven) and established the Ministry of Education and Culture (MEC) to administer the new system. In 1993, the MEC published Education for All: A Development Brief for Education, Culture and Training, in which it espoused the rejection of the Apartheid system of education and the adoption of a more Namibianized and learner-centered approach. In order to accomplish this, the MEC has embarked on an ambitious curriculum reform effort in which it is attempting to develop a new curriculum for all subjects in all grades all at once, including 39 subjects at the basic education level (Grades 1-10) and 42 subjects at the Senior Secondary level (Grades 11-12). In addition to the scope and speed of the effort, curriculum reform is complicated by the fact that there are numerous languages included in this process, as well as numerous constraints within the MEC itself. As a consequence, the MEC has requested Project assistance with the curriculum reform effort.

Curriculum development process In order to understand Namibia's curriculum development process, it is necessary to understand how the new curriculum came about. From 1990-1992, various groups within the MEC participated in the complete reconceptualization and reconstruction of Namibia's official school curriculum. The intent was to reject the Apartheid curriculum inherited at independence and create in its place a curriculum that respected the learner, as reflected in the switch to learner-centered education as the centerpiece of the curriculum reform movement, and the educational policy requiring that English be used as the medium of instruction from Grade 4 on. The new curriculum also contained numerous progressive elements, including:

- Namibianization of content, including culture, art and history;
- the introduction of thematic instruction, as illustrated by the introduction of Life Science as a subject, which combines biology, ecology, agriculture and health;
- gender awareness, as reflected in the MEC's mandate to make schooling equally accessible to girls and boys, and the practice of reviewing all materials for gender sensitivity;
- linguistic changes, such as the shift from student to learner; and
- the shift from the use of corporal punishment to respect for the learner and encouraging "Discipline from Within."[7]

[7] The name of a pamphlet written by the MEC (with the assistance of Cathy Miles from FSU) which explains how teachers can refrain from corporal punishment by allowing learners to govern their own behavior.

Since independence, the MEC has attempted to incorporate these new elements into its curriculum at all levels. At the same time, it shifted from the "Cape Curriculum" to the "Cambridge Curriculum" and adopted the IGSCE and HIGSCE system of certification, which required curricular changes in Senior Secondary (Grades 11-12). Also since independence, the MEC has incorporated the above elements into a new "broad curriculum" for basic education (Grades 1-10), embodied in the new Bacic Education Teacher Diploma (BETD), approved in 1993. The BETD is now used as the basic curriculum for teacher preparation in pre-service and in-service activities throughout the country.

The curriculum development process is carried out by Subject Panels and Subject Working Groups.[8] Subject Panels are charged with overseeing the process of curriculum reform, which includes revising the broad subject curriculum and setting priorities for the reform process. Subject Panels are groups of subject specialists from within and outside the MEC and typically consist of five members, including teachers, Advisory Teachers (formerly called Subject Advisors), Circuit Inspectors, and a subject specialist from within NIED who is under the direct supervision of a Senior Education Officer. Subject Working Groups (SWGs) are charged with converting the broad curriculum into syllabi, or subject-specific curricula (e.g., Maths, Gr. 1). In order to create syllabi, the SWGs first determine learning content for a specific subject and grade, then identify basic competencies and performance objectives. Where applicable, they also describe continuous assessment requirements. Next, they select and develop a set teaching and learning materials, and lay them out in draft form to be piloted and revised.

Once revised, teaching and learning materials are developed to the point of camera-ready copy, which forms the basis for volume production. Camera-ready copy is typically forwarded to the Instructional Materials Processing equipment within the Materials Development Unit (MDU) of NIED for duplication. In some cases, it has been made available directly to publishers for further development and printing. Once materials have been published, they are workshopped,[9] and distributed to the schools.

Constraints

i. Shortage of qualified personnel Understandably, the success of the MEC's curriculum design effort depends on the skills in the SWGs. Yet the progress of the SWGs is limited by the shortage of qualified subject specialists within NIED. According to the MEC, there are simply not enough Namibians with expertise in the technical areas required for curriculum development. This phenomonen has been attributed by some to the legacy of Apartheid which left the senior positions within the bureaucracy, especially within the

[8] Implementing the curriculum policy in the form of the design, development and trailing of curriculum materials (textbooks, syllabi and other resource materials) is the responsibility of the Division of Curriculum Development and Research within the National Institute for Education Development (NIED) within the Ministry of Education and Culture (MEC). This also includes implementation related to teacher education. Teacher Education and the implementation of educational programs in schools fall within Education Policy Implementation (EPI) and the Regional Offices. Responsibility and resources for the procurement of textbooks and instructional materials, the cost of teacher participation and general planning of teacher educattion rests with each of the Regional Offices.

[9] The cascade strategy utilizes a cluster model whereby a group (or cluster) of teacher educators are trained (usually in Windhoek), then expected to go out to other clusters (usually in national or local TRCs) to train teachers, who can then pass on what they have learned in their schools.

middle management positions, occupied by white Namibians and foreigners, while black Namibians have been disproportionately located within the African Languages divisions of the MEC (Jansen, 1993). Another reason for the shortage of qualified subject specialists in the MEC is the rationalization process which has suspended the status of some of these posts. Presumably, their status will be settled once the rationalization process is complete, though the estimated time of completion is unclear. It is officially scheduled for June 1994, but by some accounts, will not occur until the end of 1995. As a consequence, the SWGs' ability to work efficiently and effectively over the LOP will be quite limited.

ii. Complexity of the task Since 1992, English has been the official medium of instruction from Grade 4 on. Consequently, all syllabi developed from Grade 4 on are in English. In Grades 1-3, however, instruction occurs primarily in the mother tongue, and mother tongue is a subject unto itself; learners use mother tongue language and materials to learn to read and write, and, with the exception of English, learn all subjects (e.g., Maths, Science, etc.) in the mother tongue. This is because all research indicates that learners learn best when they can first become literate in their mother tongue, then attempt to learn a second language (in this case, English). Great importance, therefore, is placed on developing literacy skills in the mother tongue in Grades 1-3 before expecting learners to master English.

Since Namibia has nine major indigenous languages, and not all members of SWGs can speak these mother tongues, curriculum development is a rather complicated process. The MEC therefore will have two approaches to curriculum developement for Grades 1-3. For subjects other than mother tongue, syllabi will first be developed in English, then translated into the mother tongue. For mother tongue as a subject, syllabi will be developed directly into the mother tongue (not into English first). The process of developing syllabi for Grades 1-3 is therefore a complicated task, because it involves the additional steps of either translating from English to mother tongue, or direct syllabus development into the mother tongue, which requires the creation of technical terms for each language. Because of these complications, the MEC aims to develop mother tongue syllabi one year prior to implementation to make sure that complications are worked out in advance so that materials can be made available in time for materials to be workshopped.

iii. Limited materials production capacity of the MEC The consultants' report commissioned in 1990,[10] which led to the formation of NIED recommended that low-cost teaching materials should be produced and printed in-house instead of continuing to rely on private publishers. Yet at present, the MDU does not have capacity to produce materials with Namibian staff. The MEC does not do its own in-house printing to any large extent. The Ministry has relied on private printers, contractors and donor-funded projects to bring materials to camera-ready copy, and has to a large extent made use of private printers in the printing process. This has led to a bottleneck in the design and printing of low volume materials, such as Teachers' Guides, for which the cost of private printing has proved to be prohibitive. Once the rationalization process has been completed the MEC will be appointing permanent Namibian staff, and will be developing the capacity of the Unit to provide camera-ready copies and do limited printing. Moreover, the MEC anticipates that the capacity of

[10] Draft Proposals for Education Reform and Renewal.

the MDU will have to be enlarged to meet the MEC's growing needs. To ensure the rational development of this unit, the MEC has requested the project to provide assistance in the setting up and planning of the Unit. This would involve the drafting of a management plan, job descriptions, training programs and feasibility of the unit to include projections and the costing of various options for materials design and printing.

Contribution of the BES Project The BES Project will complement and strengthen MEC's curriculum reform effort by providing a broader base of skills for the SWGs, thereby strengthening their ability to produce quality syllabi on schedule, including mother tongue materials production.

TECHNICAL ANALYSIS D:

MACROECONOMIC AND FINANCIAL ANALYSIS

This annex is divided into two major sections. It begins with a brief overview of the macroeconomic context within which the education sector and BES Project will operate. The second section goes on to examine the issue of education finance in general, and prospects for systemic sustainability, in particular.

I. The Macroeconomic Setting

Demographic Characteristics

The preliminary report of the 1991 Census reports a total population of 1.4 million people, growing at 3.0 per cent per year. 1994 population is therefore estimated to be 1.5 million. Approximately 88 percent of the population is black, 5 percent is white, and the remaining 7 percent is either mixed or belongs to other races. About 60 percent of the total population lives in the northern regions of the country, Ovambo, Caprivi, and Okavango. Only 7 percent live in the south. It was estimated from the Demographic and Health Survey of 1992 that approximately 43 percent of the population was under 15 years of age, and that of the population over 5 years old, 20 percent had no education at all, and a further 50 percent had less than a full primary education with adult illiteracy rates somewhere between 60 and 70 percent.

Income Levels

The GDP for 1993 is estimated at N$ 8,194 million, the equivalent of approximately US$2.5 billion, at the then prevailing exchange rate.[11] GNP per capita in 1992 was about US$1,766 per capita. By the World Bank classification, Namibia is in the "lower-middle-income" grouping, and it is certainly one of the highest in sub-Saharan Africa. However, the distribution of income in Namibia is extremely unequal, and has been characterized by the World Bank as one of the most unequal of any country for which it has estimates.

At Independence, Namibia inherited a highly dualistic society in which differences in economic conditions and living standards are stark and pronounced. The traditional, subsistence sector accounts for about 55 percent of the total population. Modern, market-oriented activities engage the other 45 percent of the population, including the 5 percent of the population that is white. Whites still occupy most of the positions of responsibility and own and control a disproportionately large share of the country's physical assets and human capital. The estimated Gini coefficient, a generally accepted measure of income distribution, for Namibia in the late 1980s was 0.238, where 0.0 is equal to complete inequality and 1.0 is complete equality of income distribution.

Reflecting this dualism, in 1988, according to World Bank and UNDP estimates, the per capita income for the whites in the modern sector was approximately $16,504, as compared

[11] The average 1993 exchange rate was $ US = $ N 3.267.

to $750 for blacks in the modern sector, and about $85 for blacks in the subsistence sector. Although data analyzed on a similar basis are not available for any year since 1988, indications are that the process of reducing inequality since independence has been slow; there has been much more progress in adding a few blacks to the high-income portion of the economy through senior government positions than in raising the per capita income of those who have been excluded from the modern economy.

Macroeconomic Trends

GDP growth throughout the 1980's ranged from stagnant to negative. The economy went into a recession in 1980 that lasted five years and reduced GDP by 6.8 percent. After a two year period (1986 - 1988) in which moderate growth resumed, growth stopped in 1989. By 1989, real GDP stood about 1 percent above its 1980 level. However, because of continuous population growth, per capita GDP declined steadily over the decade to reach a level in 1989 that was 23 percent lower than it was in 1980.

In the first year of independence, the economy showed some real growth, with GNP at 1985 prices some 5.7 percent higher in 1991 than in 1990, before stagnating in 1991 and falling slightly in 1992. However, because of considerable volatility in net factor payments to the rest of the world, it is better to concentrate on real GDP, which reflects actual production within Namibia. This grew by only 1.0 percent in 1990, before a huge increase in diamond production in 1991 lifted it by 5.7 percent, followed by an estimated 6.4 percent growth in 1992, again largely attributable to diamond production, but also helped by fishing, fish processing, and general government. Preliminary estimates by government show a fall in real GDP of about 2.2 percent in 1993, with diamond output falling back to 1991 levels, more than offsetting projected growth of better than 3 percent in the rest of the private sector of the economy. Government hopes for strong growth of over 5 percent in 1994 (revised downward from earlier projections of over 7 percent) and growth in excess of 4 percent in 1995. Such growth would depend on a vigorous recovery in the world economy.

Table D1: Annual Percent Change in Real GDP

Year						Preliminary		Projection	
86	87	88	89	90	91	92	93	94	95.
4.5 %	3.1%	7.0%	0.7%	1.0%	5.7%	6.4%	-2.2%	5.3%	4.2%

Source: GRN: Economic Review - 1994, Table A.18 (Preliminary Draft)

Overall, this performance is explained by a combination of four major factors. First is the continuing severe recession in the South African economy, to which Namibia's economy remains closely linked. Growth in the South African economy is estimated at 1 percent for 1993. With the transition to majority rule, lifting of trade sanctions and significant investment, the economy is expected to recover. Second is the hesitant performance of the world economy in general, and the consequent deterioration of Namibia's terms of trade. Third are domestic factors, notably a severe drought in 1991/92 and late rains in 1992/93, continuing low domestic demand, particularly depressed fixed investment and falling

inventories in 1991 and 1992, not wholly offset by strong growth in government consumption. Lastly, foreign investment so far has been disappointing in the initial post-independence period, although there are now some signs of growing interest, particularly in tourism, mining, and petroleum exploration.

Inflation in Namibia has been relatively rapid in recent years, at double digit annual percentage rates every year except one during the period 1980 through 1992.. However, this is more a reflection of South African performance than of poor GRN policy: membership in the Rand Monetary Area (RMA) and the Southern African Customs Union (SACU) implies that the inflation rate in Namibia can only diverge by a very small amount from that in South Africa. In 1993, the inflation rate (as reflected in the consumer price index) decreases significantly to 8.5 percent.

Sectoral Developments

Over the decade of the 1980's, as the share of GDP contributed by the goods-producing sectors (mining, agriculture, manufacturing, and fishing) stagnated or fell, the share held by the service sectors, including government, steadily increased. Trade; transport and communications services; finance, insurance, real estate, and business services; community, social and personal services all showed steady increases. The share of GDP contributed by general government services experienced the largest increase, from 9.6 percent of GDP in 1980 to 20.2 percent in 1989.

In the years since independence, some of these trends have continued, but others have reversed. General government has increased its share of output further to 27.4 percent of GDP (at current factor cost) in 1992, but subsistence agriculture, fishing, diamond mining, manufacturing other than fish processing, fish processing, and the informal sector all account for larger shares of output in 1992 than they did in 1980. By 1992, trade accounted for a smaller share of GDP than in 1980. The biggest fall in share of GDP has been in mining other than diamond mining, which dropped from 23.5 percent of GDP in 1980 to 11 percent in 1992; this is almost entirely due to the difficulties at the world's second largest uranium mine.

Mining remains the largest and most important goods-producing sector of Namibia's economy. In 1989, it contributed 32 percent of GDP and employed 10,000 people. In 1988 it accounted for 73 percent of merchandise exports, 27 percent of gross investment, 26 percent of Government revenue, and 17 percent of remuneration to employees. In 1992, largely because of the difficulties in uranium, the sector was somewhat less important, accounting for only 20 percent of GDP, 59 percent of merchandise exports, and 14 percent of gross fixed investment, with lower employment. Most mining activity is accounted for by nine foreign-owned companies. Even though real value added in the sector declined over the 1980's, mining is likely to continue as the country's leading income generating sector for the foreseeable future.

Commercial agriculture is another important economic sector. It contributed 9.6 percent of GDP in 1988, with value added in the subsistence sector contributing an additional 2.2 percent to GDP. Due in part to drought, this had fallen by 1992 to 7.8 percent for commercial agriculture, and 1.5 percent for subsistence agriculture. About 19 percent of the

total wage labour force was employed in commercial agriculture in 1988, the latest year for which data are available. That 1988 survey showed only about 29 percent of the 15 to 64 years old age group in wage employment or modern-sector self-employment. Estimates indicate that about 70 percent of the population in the north are dependent on self-employment in subsistence agriculture.

Commercial agriculture is largely dedicated to the production of cattle and processed meat for export. In 1988 this activity alone accounted for 65 percent of the gross value of agricultural output. In total, agricultural products accounted for approximately 12 percent of total export value in 1988, but this had fallen to 8 percent in 1992 following the drought. Commercial crops are grown in a very small area in the north-central part of the country and consist mainly of white maize for human consumption and yellow maize for animal consumption. Food accounted for over 19 per cent of imports in 1990, almost wholly from RSA. The harsh climate, poor soils and fragile lands in most of Namibia make expansion of agricultural activity risky and unlikely, although there is definite scope for greatly increased productivity in the relatively well-watered communal areas in the north-east.

Commercial fishing contributed relatively little to the economy during the last decade of South African occupation, given the reported abundance of fish in Namibian seas. This was because the alleged uncertainty surrounding Namibia's status prior to independence effectively allowed free fishing off the Namibian coast for the fleets of many nations, notably from Europe and North-East Asia. As a result, one of Namibia's greatest natural endowments was over-used and depleted at independence.

Given the smallness of the base, it will be many years before fishing again has a major impact on the economy, despite the efforts the GRN is making. At independence, the GRN declared a 200-mile exclusive economic zone in which it prohibited all fishing by foreign fleets, although Namibia has little fisheries protection capacity as yet and violations are believed to be substantial. It is estimated that the annual sustainable yield from the Namibian waters of the Benguela current is roughly 1.5 million metric tons. This would represent approximately US$200 million in revenues to Namibia. Already by 1992, the value of fish and fish products exported from Namibia had increased three and a half times from the 1989 value, from R188 million to R652 million. New processing facilities have been opened, and the contribution of fishing to GDP should increase as foreign-chartered boats are replaced by Namibian-owned ones and the total allowed catch is slowly increased.

After more than a decade of stagnation and declining average per capita incomes, the Namibian economy is in need of a boost. Removing economic sanctions has had little effect as yet, partly because some jurisdictions (e.g. at state and local levels in the U.S.) have not yet acted to remove them, and partly because they did little damage to Namibia's major exports anyway. Improvement in the world economy, establishing a sound economic policy domestically, and resolution of the uncertainty in South Africa, are the key factors for the revival of Namibian economic growth. The prospects for growth in the fisheries sector and a resumption of growth in the mining sector will depend on private sector investment in the former, and some public sector infrastructure investment in the latter. Over the longer term, development of a larger fish processing industry, higher productivity on communal farms, and a more dedicated and coordinated approach to tourism should all contribute to economic growth. In time, the urban areas, with their excellent infrastructures, may provide a base

for export-oriented manufacturing if development of Namibian human resources, especially basic education, and domestic economic policy on wages, labour law, and taxes, permit the emergence of Namibian comparative advantages within the region in certain fields.

The External Sector

Data pertaining to Namibia's external sector have been generally weak to non-existent because Namibia was treated as a part of the RSA prior to independence. The flow of goods and services between the two countries was completely free and unrecorded prior to independence. However, reporting is being steadily improved, as data on imports are required to calculate revenue due under the SACU Agreement, and now estimates have been made for earlier years.

Overall, as a proportion of GDP, exports of goods and non-factor services have declined from 63 percent in 1989 to 57.4 percent in 1992, while imports of goods and non-factor services have held roughly constant at between 67 and 68 percent of GDP. To a large extent, this reflects the decline in Namibia's terms of trade in this period. In 1992, the deficit in the balance of payments for goods, services, and factor payments was about 6.3 per cent, but this was more than offset by net transfers of 11.9 per cent. The latter figure is somewhat distorted by the fact that the IMF regards a portion of the receipts Namibia earns under the SACU agreement as a transfer, but also reflects substantial foreign aid inflows (amounting in 1992 to an estimated R373 million of ODA). At present, Namibia's foreign balance does not give cause for concern. Namibia's total debt, essentially all in Rand, as of end March 1993 was R326 million contracted since independence, and a further R790 million approximately owed to South Africa from before independence. GRN intends to honour its commitment to assume this pre-independence debt, currently subject to a grace period on repayment, but has publicly expressed the opinion that RSA should forgive it. Including both, the ratio of debt to GNP was about 15.1 per cent in 1993, and may increase to 18.6 per cent in 1994. As noted, virtually none of this debt is owed in foreign exchange, although much of it is owed to South African holders.

Capital flows have also been, and remain, unfettered, between Namibia and the rest of the RMA. Transactions from Rand to foreign currency, and vice versa, are governed by regulations emanating from the South African Reserve Bank, and most outward capital transactions must be channelled through the 'financial Rand' market approved inward capital transactions may also use the financial Rand market, which is an incentive for inward foreign investment to the region. The differential reflects the political uncertainty in RSA, and the RSA's policy of restricting outward capital flows. As South Africa has moved toward majority rule, the differential between the financial and commercial Rand has been decreasing.

The Bank of Namibia's monetary survey suggests that the net foreign asset position of the financial sector peaked at R628.6 million in the second quarter of 1991, and has since declined to negative R105.7 million in February 1993, during a period in which there was very substantial increase in total domestic credit in Namibia. Total assets/liabilities in the monetary survey (i.e., of the Bank of Namibia and the financial sector) peaked at R2,519.2 million in January 1993, having risen from R1,577.7 million at the end of the third quarter of 1990, the first date for which there are data.

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Namibia's membership in the RMA means that the country does not face a balance of payments constraint as such in the normal sense. At the same time, Namibia does not control its own monetary policy. Expansion or contraction of the money supply, interest rate policies, and exchange rate policies are all controlled by the Reserve Bank of South Africa. The GRN has few, mostly untested options for public borrowing outside of the domestic and South African capital markets, although it has been very successful in raising funds from the financial institutions in Namibia in the first three years of independence. For example, during June of 1993 the Central Bank of Namibia was able to sell R60 million of treasury bills to the banking sector (at 12.28 percent per year), and a further R89 million of three-year internal registered stock (sold to nonbank financial institutions and individuals) at 14.06 percent. These rates compare reasonably with rates for RSA securities in RSA.

The GRN has not declared its intention to separate from the RMA; but clearly there is a long-run intention; there are no plans to leave the RMA in the next ten years as constantly emphasized by the MOF. A Central Bank has been established and is operating with assistance from a team of IMF advisors; the Namibian dollar, circulating in parallel and at par with the South African Rand, will be issued in September 1993. This in itself is no indication of imminent departure from the RMA; both Lesotho and Swaziland have remained within the area, with their own currencies circulating in parallel and at par with the Rand, for over fifteen years. However, Namibia's situation is perhaps more comparable to Botswana's, in that about 75 per cent of Namibia's exports (the exceptions mainly meat and livestock) go to markets outside the Rand area, whereas a very high proportion of its imports are believed to come from South Africa. If the Rand should continue to be undervalued because of political uncertainty, Namibia might well be able to benefit from an independent exchange rate policy, as has Botswana since it left the RMA.

Namibia is also a member of SACU, which further integrates Namibia into the South African economy. Under SACU, the movement of goods and services to and from the RSA is legally unimpeded, except for some exceptions concerning such matters as animal, plant, and human health; Namibia is constrained to use South African levels of customs and excise duties; but receives revenue according to a formula. The net impact of the SACU on the smaller members (Botswana, Lesotho, and Swaziland, and Namibia) has been the subject of much dispute in academic and policy circles, with no clear consensus as yet. A recent World Bank report indicates that Namibia has been a net beneficiary of SACU. None of the other smaller members has yet left, which may indicate that the net impact to them is also positive, the view of the World Bank in the case of Namibia. There have been repeated press reports to the effect that RSA wishes to either renegotiate or abandon the agreement. If RSA does terminate the SACU agreement, the GRN will be required to determine its own trade policies, and will gain the freedom to set its own customs and excise duties. The GRN has been expanding its personnel in customs and excise functions, in order to have a nucleus of personnel should a separate customs administration become necessary. If the customs union should cease to exist, the case for leaving the monetary area would become stronger. The example of Botswana shows that it is, of course, possible to remain in the customs union without being in the monetary area.

Namibia has also acceded to the Preferential Trade Area (PTA) for Southern and Eastern Africa, and joined the Southern Africa Development Community (SADC), but as yet trade between Namibia and other members of the PTA is believed to be relatively small.

The Government Sector

The GRN faces a potentially severe fiscal problem. While this problem manifests itself as a fiscal deficit, it should be viewed as a structural problem. The structure of government finances is such that much of the GRN's budgetary resources are still used each year paying off pre-independence commitments to an oversized and overpaid civil service, and to other public expenditures of questionable efficiency.

During the last years of the South African administration, the two overriding factors which negatively influenced the structure of the GRN's budget today were: (1) the deficit covered by Namibian resources got larger as did the transfers by RSA; and (2) the South African administration's desire to protect and increase the salaries and pension levels of the pre-independence, largely white civil service resident in Namibia. The result was a "crowding out" of discretionary public investment expenditures.

At the same time, revenues, which had picked up in the late 1980's as a result of increased economic performance and the institution of higher taxes, began to fall once again just prior to independence. The narrow tax base in Namibia at the time of independence (centered on foreign companies and the white population) did not allow much hope for relief. No continuing transfers were agreed with RSA, only membership of SACU and compensation for use of the Rand (with some arrears payments) under RMA arrangements. The withdrawal of RSA military and United Nations Transitional Assistance Group (UNTAG) forces also led to lower sales tax receipts.

Overall, revenues have held up reasonably well, partly as a result of greatly increased collection efforts with respect to personal income taxation, but government expenditure grew very strongly in the first two full financial years after independence, from 36.5 per cent of GDP in 1990/91 to 44.6 per cent in 1992/93. The ratio of expenditure to GDP fell to 41 percent in 1993/94 and is projected to decrease to 39.2 percent in 1994/95.

The very high level of government expenditure reflects a substantial increase in the civil service, which was inevitable as the new government brought in its own people at the same time as the incumbents were protected by the constitution and the independence agreements, salary upgrades to make treatment of previously-disadvantaged groups equal to that of whites, and a salary increase for many in the public sector, which was justified by the GRN in terms of inflation.

The 1993/94 financial year saw the first attempts by the GRN to take control of its finances. The budget increased indirect taxation, and made it somewhat more progressive within the limits set by SACU, while at the same time reducing both marginal rates of direct taxation and government expenditure in real terms. The public sector rationalization scheme, which was intended to permit the retrenchment of some of the officials, was also to have been implemented during the year. although the total number of employees on the public payroll will still increase slightly.

Despite these efforts, the government required an additional appropriations totalling N $ 195 million (increasing the net budget by N $ 128.3 million[12] or 3.8 percent of main budget) to meet requirements for FY 1993/94. The largest additional appropriations were for Education (N $ 63.8 million) and Health (N $ 20,4 million). In presenting the additional budget, the Minister of Finance stated "I must be honest and tell you that the Ministry of Finance has a hard time trying to provide resources to meet the insatiable needs of these two Ministries." The additional allocation increased the budget deficit from 4.51 to 5.12 percent of GNP.

Government expenditures in the first few years of independence necessarily increased for several reasons. First, the positions and salary increases described above were guaranteed in the Namibian Constitution. Second, the newly elected government had to address the needs of the long-neglected majority. This required more and better health care, education, and services which required a significant amount of government investment and increased recurrent spending. Politically, the GRN must make those investments for which it has responsibility now, and provide the services. Especially necessary are investments to expand delivery of quality social services to the majority, and the recurrent expenditure to deliver them. The looming challenge is to reform the high-cost and inefficient, as well as inequitable, delivery structures inherited from the apartheid regime, in order to make the expectations of the public consistent with the resources available to the GRN. Dealing with that challenge will take time, but there are encouraging signs that the GRN realizes that it is necessary.

Exploration is taking place for hard minerals and petroleum, and the GRN is facilitating investment in other growth sectors (e.g., fishing and tourism) which should increase employment opportunities and revenues. To encourage this process, the GRN has adopted a policy on foreign private investment that is transparent and welcoming, and in the 1993/94 budget has increased incentives for investment and made explicit the details of the foreign investment regime.

Public Expenditure Review and the First National Development Plan

The GRN is currently undertaking a Public Expenditure Review (PER) with technical assistance from the World Bank and IMF. In addition, the Ministry of Finance is implementing a new financial tracking system, It is anticipated that the PER, financial accounting system and other reforms will increase the GRN's capacity to improve public sector efficiency and lower the deficit in future years.

The GRN is currently developing the country's First National Development Plan (NDP1) which will cover the period 1995/96 - 1999/2000. The National Planning Commission and Ministry of Finance have issued a jointly-developed Keynote Issues Paper and most line Ministries have submitted Sector Issues Papers in response to the general parameters presented by the central ministries.

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[12] The net increase of N $ 123.3 million was the difference between additional appropriations and suspensions of N $ 66.7 million).

Under this plan, the government sees one of its major role as stimulating economic growth by promoting increased private sector investment and employment opportunities. There is a strong commitment to constraining government expenditure in the social sectors to allow investment and growth in the productive sectors. It is clear that current levels of expenditure on education and health will not be maintained indefinitely.

Particular ministries, including the MEC, have experienced severe budget constraints since late 1992 because of inadequate provision for the effects of general salary increases during 1992. However, in terms of ability to both raise revenue and finance a deficit, the fiscal situation of the GRN has turned out to be less gloomy than anticipated at the time of independence.

By many measures, the GRN is excessively large (e.g. approximately 62,000 persons on the GRN payroll, compared to about 25,000 in Botswana, which has a similar total population), excessively expensive, unnecessarily inefficient and inequitable, and delivers services to some sections of the population that are excessively generous. At the same time, direct taxation remains relatively high (38 percent on taxable incomes above R100,000), and private investment in the economy remain low. Namibia has shown that it can absorb a substantial fiscal deficit without foreign borrowing by the sale of securities domestically; but this represents Namibian saving that is financing the GRN, not directly productive investment. If the economy is to attain a more rapid growth path, it would be desirable for the GRN to run a fiscal surplus so that it can finance investment. Given the already high share of taxation in GDP, this requires reduction in GRN expenditures. In view of the political necessity of the GRN supplying expanded and more equitable services of many kinds, this requires that the GRN become more efficient. This is precisely what this BERP and BES are intended to facilitate in the education sector.

II. Financing Education

This section of the analysis examines the viability of the basic education system, within the context of the broader macroeconomic context, and the relationship of financial viability to sustainability.

Table D2 summarizes estimates of various expenditure ratios for the MEC and for the MEC main division "Pre-primary and primary education affairs and services." Pre-primary education will not, in the long-term, be financed by the MEC, but because there are a number of teachers who are specifically trained as pre-primary teachers, schools with such teachers have been permitted to continue to use them for pre-primary classes. In the 1993 fifteenth day school survey, there were 126 pre-primary teachers in government schools, compared to a total of 14,161 teachers, of whom probably a little less than 11,000 full-time-equivalent teach primary classes (because many schools include both primary and secondary classes there is no way to be precise about this, given current reporting). In the same survey there were 4,793 learners in pre-primary and "bridging year" classes, compared to 353,375 learners in primary classes. Accordingly, the inability to separate pre-primary from primary expenditure will slightly bias Namibian data upward, but should not do so by more than 1.5% at most.

Table D2 is based on the reported budget estimates and actual expenditures for the MEC in the GRN budget, and the main division covering primary and pre-primary education within the MEC budget [13]

Table D2: MEC EXPENDITURE AND PRIMARY EDUCATION EXPENDITURE

Item	Actual 1990/91	Actual 1991/92	Budget 1992/93	Budget 1993/94
MEC Recurrent				
As % GRN Recurrent	28.10	27.70	24.20	27.00
As % GDP	8.52	10.11	9.35	9.90
As % GNP	8.27	9.77	9.07	9.60
MEC Total				
As % GRN Total	26.00	25.60	21.50	24.00
As % GDP	9.29	11.10	10.15	10.46
As % GNP	9.01	10.73	9.85	10.15
Primary Recurrent				
As % MEC Recurrent	45.30	42.60	50.30	52.80
As % GDP	3.86	4.30	4.70	5.23
As % GNP	3.75	4.16	4.56	5.07
Primary Total				
As % MEC Total	44.90	41.20	49.60	50.90
As % GDP	4.17	4.57	5.03	5.33
As % GNP	4.05	4.42	4.88	5.17
Primary Recurrent				
% materials & supplies	14.00*	11.40	5.00	4.20
% personnel	80.80	83.70	84.50	87.20
GRN Recurrent				
As % GDP	30.32	36.92	38.73	36.62
As % GNP	29.43	35.68	37.57	35.52
GRN Total				
As % GDP	35.72	43.36	47.15	43.51
As % GNP	34.68	41.90	45.73	42.20

* "Stores" [budget categories were more aggregated in 1990/91 than later]

Sources: Based on data in Economic Review 1993 and Estimates, various years, and projection of 1993/94 GDP growth of -1.6% real with 10% inflation. GNP on financial year basis estimated by team from data in first source.

[13] Some schools contain both primary and secondary grades and this budget main division does not, therefore, precisely reflect actual spending on primary education. Some spending on secondary grades is actually recorded on the primary main division, and some on primary grades is carried on the secondary main division. The table implicitly assumes these cancel out, which is probably not too far from the truth.

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Both government spending on all ministries, and on the MEC, jumped noticeably between 1990/91 and 1991/92 (the first year for which the independent GRN was fully responsible for drawing up the budget). The overall government budget continued to increase in 1992/93, although the MEC's share, and its proportion of GDP and GNP, both fell. Because of a mid-year salary increase for teachers and other MEC personnel, actual expenditure in 1992/93 exceeded the budget estimates. Preliminary indications are that the MEC actually spent about R823 million, compared to an initial budget estimate of R695 million. This was probably about 11.5 percent of GDP and 11.2 per cent of GNP.

In the 1993/94 budget, government intended to reduce overall spending by some three and a half percentage points as a share of GDP and GNP. Despite these intentions, and additional appropriation of N $ 195 million was required. As will be discussed below, Namibia's public spending on education is extraordinarily high by world standards, at over 10 per cent of GNP and about a quarter of government expenditure.

Turning to primary education spending specifically, there is a very clear trend. Whether we look at recurrent spending only, or recurrent and capital spending combined, primary education has been steadily increasing its share of the MEC's total spending, and its share of the country's GDP and GNP. For the 1993/94 financial year, spending on primary education is estimated at slightly more than five percent of GNP, on a rising trend. At the same time, the share of primary education spending that goes to personnel (both teachers and other staff, who are numerous in Namibia) has been steadily growing, and that going to materials and supplies steadily falling. The obvious question is how spending should be expected to evolve in the future, and how sustainable the intended basic education system is.

Some guidance on this can be obtained by comparing Namibian data with data for other countries, and by looking into the structure of the education system in Namibia and comparing that with other countries. Education spending is determined largely by a relatively small number of variables: number of learners; learner flows (i.e., repetition and drop out rates); learner/teacher ratios and teacher real employment costs; other personnel and their real employment costs; and the structure of total spending with respect to personnel costs and other costs (materials, utilities, services, etc.), and administration and other costs compared to instructional costs.

An attempt has been made to analyze some of these issues in the MEC's study, Basic Education Reform in Namibia, Costs, Resources and Sustainability: Projections 1993-2002[14] (referred to below as the "Cost Study") and in a consultancy report, Budgeting, Financial Planning and Management in Education[15] (referred to below as the "Finance Study"). The MEC Planning Directorate is currently undertaking a major Education Expenditure Review (EER) with support from SIDA and a Japanese-funded Special Project Preparation Facility (SPPF), administered by the Wold Bank. Unfortunately, the EER was not completed at the time of Project Design. The discussion of key issues presented below therefore draw upon the Cost and Finance studies.

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[14] Victor Levine and Charles Byaruhanga, two volumes, December 1992.

[15] Eric O. Odotei, December 1993.

Resource Allocation and Internal Efficiency

The current allocation of resources within the education sector derives directly from the pre-Independence apartheid system and is highly unequitable. As the Executive Summary of the Finance study notes:

> "...budgetary allocation both recurrent and capital has more or less been determined on the basis of previous year's allocation plus some increases. This way of budgeting has tended to perpetuate the inequalities in the system." (p. iv).

The report recommends that "The principle of allocation on the basis of number of learners should be adopted as far as possible" (p. vii). This principle is reiterated in the Minister of Education and Cultures statements in the National Assembly upon submission of the 1994/95 MEC budget. "Inequalities in the distribution of resources to various schools and areas continue to haunt the Ministry's operations. Our goal is to achieve per-capita budgeting, that is, equal cost per learner." (Point 5.5 of budget address of 12 April 1994).

Despite a long-term commitment to reforming the process of resource allocation and decreasing inequality, little tangible progress has been made in actually reducing inequalities in per-learner expenditure since independence.[16]

The issue of addressing inequality in resource allocation is of urgency not only on moral and political grounds but is central to the long term financial sustainability of the education system. Existing inequalities contribute directly to the low internal efficiency of the system and to the related high unit costs. This conclusion derives directly from the principle of diminishing marginal returns to any factor of production. It is axiomatic that marginal (or "last" in terms of its impact on educational outcomes) dollar taken from the "richest" will have less detrimental impact at that school than the positive impact the same dollar has, if transferred to the "poorest" school.

Sustainability

The report of the Cost Study is a two volume publication of several hundred pages. On the issue of sustainability the executive summary concludes as follows:

> "Taken together, cost projections and resource projections suggest that there is likely to be a modest shortfall in resources required to sustain the Basic Education sub-sector, especially during the next five or six years. The implications of this analysis is that rapid movement toward improving efficiency and careful assignment of priorities and analysis of trade-offs will be required. The planning and management support functions will need to be strengthened as a matter of urgency. **Overall, the analysis suggests that although resources will be tight, the Reform Programme is feasible and sustainable.**" [Emphasis in original; Cost Study p. xii].

[16] Investments in physical facilities have been "targeted" at under-served areas, as have inputs in many donor projects. These inputs represent a relatively small share of total resources to education and, unless there is reform of the basic process or allocating the recurrent budget, significant improvement is not possible.

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The methodology used in the Cost Study was to use available budget and expenditure data, together with data on learners by grade and teachers by school, all by region, to estimate average expenditure per learner by phase [lower primary, upper primary, junior secondary] and by region. This of necessity involved some arbitrary assumptions about allocation of expenditures to schools and phases, because available records do not support direct estimates of non-personnel expenditure by school, and many schools include grades covering more than one phase, and no information is available on actual allocation of teachers and other resources by grade within such schools.[17] This portion of the study revealed very wide disparities in per learner expenditures of all kinds, both between and (for personnel costs) within regions. These estimates were then combined with demographic data, past trends and expected evolution of enrolment and transition rates, and a variety of assumptions about policy decisions on reducing disparities, levels of learner/teacher ratios, transition ratios, salaries, and other expenditures to produce a variety of scenarios for total expenditure on basic education to 2002. These were then compared to high and low values of assumed timepaths of fraction of GDP devoted to basic education (varying between about 12.3 and 7.9 per cent of GDP) and GDP growth path (3.5 and 1.2 percent per annum average real growth rates), to give an envelope of possible resource availabilities for basic education.

Various scenarios for expenditure projections were considered, including a continuation of approximately the status quo, small changes in enrolment and policy on promotion, the effect of moving toward equalization of class size and facilities across regions, and the effect of equalization of non-teaching expenditures per learner. These projections, summarized as a few alternative scenarios, were then compared to the resource envelope generated before. None of the scenarios suggested that the system would be affordable if resources were at the low end of the envelope; some looked feasible at the high end of the envelope. Actual expenditure in 1992/93 was probably a little below the low end of the constructed envelope. The conclusion of the report was that it was important for the MEC to consider carefully the feasibility of bringing forward in time some changes (e.g. reducing expenditure per learner in well-resourced schools), or making other adjustments, in order to reduce the overall cost of the basic education system. A more direct way of putting this conclusion would be to say that the system is unlikely to be sustainable unless the reform increases efficiency markedly or reduces costs.

This conclusion is becoming increasingly evident to senior government officials, as well. In his 1994/95 Budget Submission, the Minister of Education and Culture observed:

> "In 1990 allocation to the sector was N$ 480,465,400. In 1994 the figure is N$ 908,533,000. The question arises, however, whether such increases could be sustainable in the long run. The answer is obviously no."

Subsequent to the Cost Study, the MEC Planning Directorate went on to build upon enrolment projection models and to further refine analyses of the implications of alternative policy options on systemic costs. An enhance enrolment/cost projection model (developed by

[17] Data do exist for each teacher at each school on the highest and lowest grade that they teach each year. This information was used for allocating teachers' time and costs according to phases in the 1992 Cost Study.

David Smith, a long term ODA-funded UNECIA consultant working in the planning directorate) which was used in preparation of the MEC's Sector Issues Paper, provides basic data for the economic analysis of the BES project, presented in the final sections of this annex.

It is anticipated that the Education Expenditure Review (EER) and Medium Term Plan for Education, Culture and Training, both currently underway in the MEC, will provide substantially better information on costs and implications for financial sustainability.

A.2. Comparative Analysis

It is illuminating to compare Namibia with some other countries on those dimensions of the primary and overall education system for which roughly comparable data are relatively easily available. This is done in Tables D3 and D4. The countries chosen for the comparison are other countries in the region, or other countries which are known to have a relatively high commitment to public education, for which data are available. Also shown are means for all countries for which data are available arranged in the World Bank's groupings by GNP per head, low-income, lower-middle income, upper-middle income, and high-income market economies. In this classification, Namibia is a lower-middle income country, although as is well known it has the most unequal income distribution of any country for which estimates have been made, and a very large proportion of the population generate and receive incomes which would place them in the low-income category [to put that point more precisely, if the top 10% of income earners in Namibia were removed with their incomes, the average income of the remaining 90% would put Namibia in the low-income group rather than the lower-middle group].

In Table D3, the data shown for Namibia are for 1991/92, the most recent year for which desegregated actual expenditure data are available. This also happens to be the peak year since independence for most of the estimated ratios shown, as Table D1 demonstrates. Data for the other countries are for 1985, unless otherwise specified.

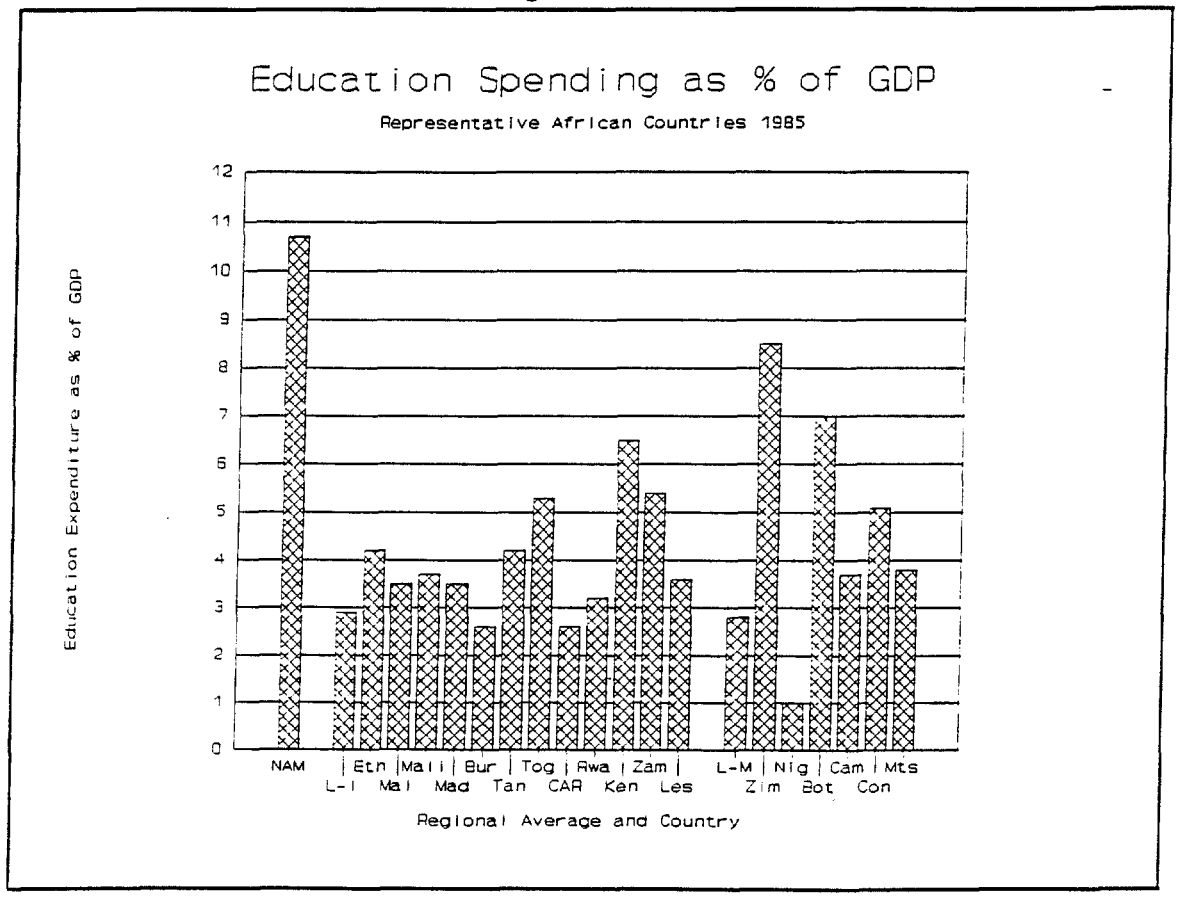
Table D3: COMPARATIVE PRIMARY SCHOOL EXPENDITURE RATIOS

Country (year) or group	Educ. Spending as % GNP	Educ. Spending as % Govt	Primary Curr. exp. as % total educ. curr. govt. exp.	Primary Curr. exp. as % GNP
Namibia 91/92	10.7	25.6	42.6	4.2
Tanzania	4.2	19.0	45.0 (1979)	2.3
Togo	5.3	19.4	37.2 (1984)	2.2 (84)
Malawi (84)	3.5	8.5	41.3	1.0
Kenya (84)	6.5	14.8	59.8	3.7
Zambia (84)	5.4	16.3	44.2	2.2
Lesotho (84)	3.6	n.a.	39.1	1.2
Low-income mean	3.2	15.3	46.6	1.4
Zimbabwe	8.5	16.0	66.0	5.0
Botswana	7.0	13.9	43.2 (1984)	2.8 (84)
Lower-middle income mean	4.0	14.4	49.4	1.8
Malaysia	6.6	16.3	37.8	2.1
Korea	4.8	28.2	46.7	1.8
Algeria	6.1	15.6	28.4 (1980)	1.5 (80)
Gabon	5.0	9.4	n.a.	n.a.
Upper-middle income mean	4.5	14.9	37.7	1.7
High-income mean	6.1	15.6	31.5	1.9

Sources: Namibian data from table D1; data for other countries from Marlaine E. Lockheed, Adrian M. Verspoor, et al., Improving Primary Education in Developing Countries (New York: Oxford University Press for the World Bank, 1991). Means are mostly unweighed means, but some are weighted means. countries.

It is immediately noticeable, looking down the first column, that no country listed spent as large a fraction of GNP on education in 1985 as Namibia did in 1991/92. It is, in fact, quite likely that no other country has ever spent as much as 10.7% of GNP on education (let alone the 11.2% that preliminary data indicate for 1992/93), and Namibia may never do that again either. The three highest ratios recorded in the source are 10.2% in Israel in 1984, 9.2% in Cote d'Ivoire in 1979, and 9.1% in Sweden in 1980. Representative comparable data for other African counties (as well as group averages for Low Income (L-I) and Lower to Middle-Income (L-M) groups are shown in Figure D1.[18]

Figure D-1



It is also clear that education receives an unusually large share of government spending in Namibia at present, around two-thirds or three-quarters larger than the average for low-income and lower-middle income countries, as is shown in Figure D-2.

It is important to emphasise two factors that contribute to the current unusually high expenditure on education in Namibia, which can both be expected to be transitory. These

[18] Source Lockheed, E.M and Verspoor, A.M.. Improving Primary Eduction in Developing Countries. Oxford: Oxford University Press for the World Bank. 1991. All data other than for Namibia is for 1985. This is also the source for Figures 2 and 3, of this Annex.

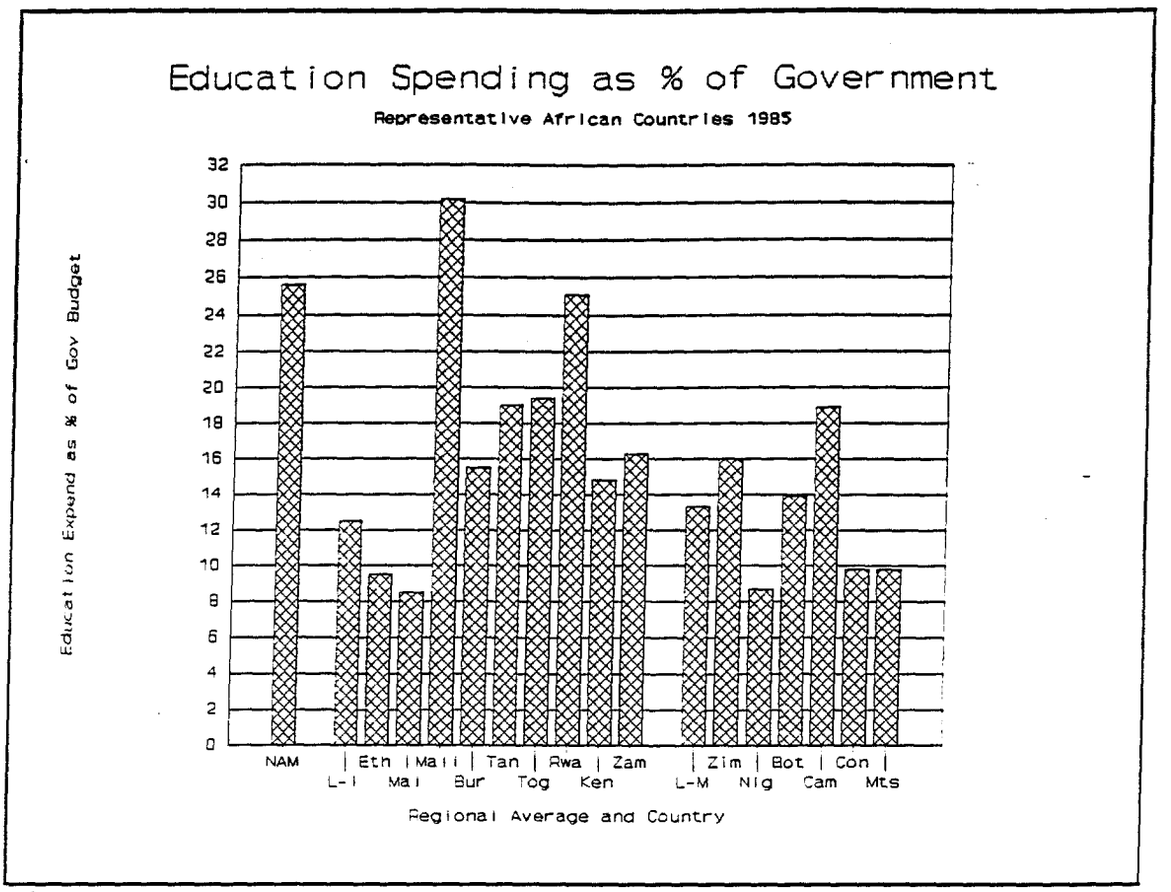


Figure 2

are Namibia's location in Southern Africa as a neighbour of South Africa, and its long and close links with that country, and the other is the recent achievement of independence, the nature of the country's colonial past, and the constraints placed on the GRN by the constitution and the agreements by which independence was reached.

First, the regional effect. All of South Africa's neighbours, with the probable exception of Mozambique which is a special case and for which good data are not available, have spent very high proportions of government expenditure and GDP on education for periods of several years at some point soon after independence. In table C-2, Zimbabwe is recorded as spending 8.5% of GNP on education in 1985, and that was not the peak, which was probably over 9%. Botswana, Lesotho, and Swaziland, at various points in the late 70s and early 80s, all spent over 8% of GDP on education, and education spending as a percentage of total government spending was well over 20% in each of them for several years. Table D2 shows Botswana still spending 7% of GNP on education in 1985, although because Botswana's government share of GNP was so high then, the share of education in total government spending there was below average for its income group. Even Zambia spent 6.7% of GNP on education in 1975. The record of government spending on education in the anglophobe countries of Southern Africa is so out of line with that in the rest of Africa and the developing world that one is forced to conclude that it is no coincidence, but must have some regional cause. Any explanation can only be speculative, but almost certainly it involves South Africa. A plausible hypothesis is that because of migrant labour and other population movements, the populations of the neighbouring states to South Africa have fairly good knowledge of both the style and resourcing of education, for both Whites and Blacks,

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in South Africa, and of the importance of education in terms of individual economic prospects in that country. In other words, popular and elite reference norms for what is acceptable education have been formed throughout the region by the example of South Africa, and more specifically by the education traditionally provided for Whites in South Africa. The obvious difficulty for governments in the region is that the average level of GNP per head in South Africa is considerably higher than in any of the neighbouring countries (in 1989, it was about 2.4 times the level in Namibia), and in addition education provision within South Africa has been very unequal, with White education resourced at levels that rival high-income suburbs in the U.S.

However, over time reality has forced itself upon the governments and populations of the neighbouring states, and eventually public spending on education as a percentage of GNP has begun to decline toward levels less out of line with that typical for countries of their income level, although the data show that the effect had still not wholly dissipated by 1985.
Turning to the issue of recent independence in Namibia, we see that Namibia experiences this common regional difficulty. Namibia actually had a fully developed apartheid education system until independence. The independence agreements and the constitution, and the policy of national reconciliation, limit the speed with which the MEC has felt able to reduce resource inequalities in education provision, at the same time as the population aspires to all receiving the same level of educational opportunity that the Whites did prior to independence. This produces the current transitional situation with all its paradoxes: e.g., formerly White schools which would look lavish in high-income suburbs in the U.S. coexisting with 100% Black schools a few kilometres away that, apart from teacher salaries and the availability of books and supplies, are very similar to schools in low income urban neighbourhoods of other African countries. And, at the same time, there is extraordinary pressure to increase public expenditure on schooling, to raise resources in the low-resourced schools without taking them away from the favoured schools. As in Zimbabwe, in the years immediately following independence, a further expenditure increasing factor is a sudden surge in enrolment, caused by returning exiles, the return to school of children who because of the security situation had withdrawn, first time enrolment of overage children, and probably a greater willingness to persist in school because of changed expectations following independence.

In the short to medium term, all these factors help to explain the extraordinarily high level of government spending on education, both as a percentage of GNP and as a percentage of total government spending. It is extraordinarily unlikely that this will persist, and in fact table D.1 suggests that overall education spending may have peaked in these terms in 1991/92 and already be falling. But spending on primary education alone has been growing throughout the independence period as a percentage of GNP, and now exceeds 5%; but again, that was the level in Zimbabwe in 1985.

That Zimbabwe spent, by implication, only 3.5% of GNP on post-primary education in 1985, but Namibia was spending 6.5% of GNP on post-primary education in 1991/92, indicates one of the reasons for the very high level of overall education spending in Namibia: post-primary education is very expensive for the number of learners involved. This is partly because of the population distribution, and the consequent heavy reliance on hostels and boarding that are very heavily subsidised, but it is also probably in part because the structure [learner/teacher ratios, materials provision, facilities, non-teaching personnel per learner,

teacher salary structures, virtually zero cost recovery, etc] of secondary education, especially senior secondary education, and tertiary education, is very high cost.

Turning to the structure of spending at primary level, consider the data in table D-3. Throughout, it is important to remember that the most striking feature of Namibia's education system is the great inequality within it, although here we will be looking only at averages for the country as a whole.

Table D4: COMPARATIVE PRIMARY SCHOOL RATIOS, 1985

Country (year) or group	Learner/ teacher ratio in primary school	Public Curr. Exp. per learner in primary school as % GNP/head	Average primary teacher salary as multiple of GNP/head
Namibia 1992*	33	19.2	5.0 (1992)
Tanzania	34	16.1	3.0 (1979)
Togo	46	14.4 (1984)	6.3 (1984)
Malawi	61	8.1	5.8 (1986)
Kenya	34	15.8	4.6 (1984)
Zambia	49	11.4 (1984)	6.1 (1982)
Lesotho	52	6.0 (1984)	3.2 (1984)
Low-income mean [ex. China, India]	39	13.5	4.9
Zimbabwe	40	18.8	6.6 (1984)
Botswana	32	13.9 (1984)	2.3 (1986)
Lower-middle income mean	33	10.9	3.1
Malaysia	24	15.2	3.2 (1984)
Korea	38	15.2	4.2 (1979)
Algeria	28	8.9 (1980)	3.1 (1980)
Gabon	46	n.a.	n.a.
Upper-middle income mean	25	11.9	2.3
High-income mean	20	20.4	1.9

* The estimates reported here for Namibia in 1992 are all approximations, that involve assumptions about allocations of teachers to primary education that are to some extent arbitrary. The estimates made are believed to be not misleading, but should not be regarded as accurate to more than, say, +/- 5%.

Sources: Marlaine E. Lockheed, Adrian M. Verspoor, et al., Improving Primary Education in Developing Countries (New York: Oxford University Press for the World Bank, 1991), various appendix data tables. Means are mostly unweighed means, but some are weighted means. Namibian data estimated from sources listed in table D-1, the Cost Study, other MEC sources, and team estimates.

On average, the learner/teacher ratio in Namibia is about the lower-middle income mean, and very comparable to Botswana's in 1984. But Namibia spends nearly 20% of GNP per head, on average, per learner in primary school. Of the countries in the table, only high-income market economies and Zimbabwe are similar. The mean for lower-middle income countries is 10.9%, and even for low income countries (excluding India and China) only 13.9%. If learner/teacher ratios are about at the mean, why does Namibia spend so much per learner?

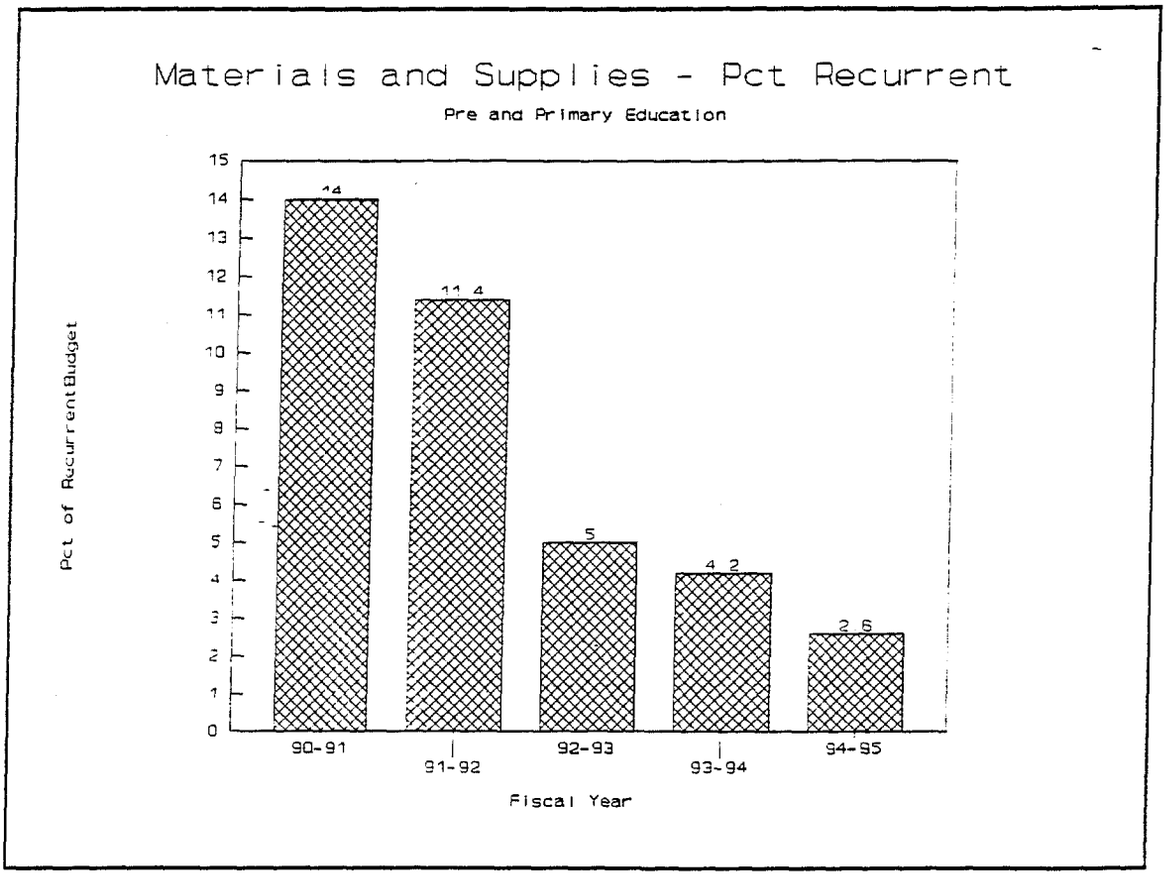
A large part of the reason lies in teacher salaries. In Namibia, for primary schools, these are about five times average GNP per head, whereas in lower-middle income countries as a group the average is about three times average GNP/head. The fact that the average for low-income economies is about five does not make Namibia's value understandable; since Namibia's GNP per head is lower-middle income, and includes the incomes of the high income 10%, the teacher who lives in a rural area has an income that is a much greater multiple than five of the average income of the families of his or her pupils. The introduction of Privation Allowances [at the top of the scale, of almost another two and a half times average GNP per head] as incentives for fully qualified teachers to take posts outside the main centres will make the gap between teacher incomes and those of the communities they serve even greater.

The proximate cause of the high teacher salaries in Namibia is, of course, inheritance of a salary structure designed in the apartheid period to ensure an adequate supply of fully-trained teachers for the White schools. Zimbabwe experienced a similar situation, and the table shows that in Zimbabwe in 1984 as a multiple of GNP/head primary school teacher salaries were even higher than they are now in Namibia. Zimbabwe was able to hold total costs per learner a little lower than Namibia by, in part, permitting a much higher average learner/teacher ratio. But real teacher salaries have steadily declined in Zimbabwe since the early 80s, and seems very likely that the same will happen in Namibia.

Teacher salaries are not, however, the whole of the story. Namibia also pays from public funds relatively high numbers of non-instructional personnel who also have, by lower-middle income country standards, quite high salaries (although no comparative hard data can be presented). The 1993/94 budget funds 2,754 non-instructional personnel on the primary school main division, as opposed to 11,117 instructional personnel. In Namibia in the

1994/95 budget, total personnel costs (instructional and non-instructional) in the primary schools main division of the budget are 90.3% of the recurrent total, whereas in lower-middle income countries as a whole teacher emoluments alone took, on average, 89% of recurrent expenditure at primary school level.

Of even greater concern is the trend in the share of the Primary education recurrent budget available for Materials and Supplies. As the share required for personnel increases, the residual available for other critical educational inputs has been declining. Figure 3 shows the share of the Primary recurrent budget allocated to Materials and Supplies over the past five years.



Overall, then, the conclusion must be that the current level of spending on primary education in Namibia would be unsustainable over the long run. But there should be no expectation that an attempt will be made to maintain the current level. First, the reform, if successful, is expected to substantially reduce repetition which is currently very high, especially at the lower grades. The primary economic justification for the BES project is the anticipated decline in repetition rates and the associated improvement in internal efficiency.

In addition, one might anticipate a decline in average teacher salaries as a multiple of GNP, because these are currently very high for a lower-middle income country. It is also very probable that continued budget stringency will result in other measures to reduce net costs to government. If learner/teacher ratios can be fairly rapidly moved toward equality

nationally, the overall national average might be allowed to drift up a little. This is perhaps more likely to happen at secondary level than primary, because the average is typically very low at secondary level [at senior secondary level, in 1992 it was 20 or below in all regions, and below 15 in half of them]. Once the GRN feels it is in a position to begin to reduce subsidy levels to the elite, formerly well-resourced, schools, an easy technique to reduce costs is to determine a nation-wide average learner/teacher ratio by level of school and only authorize teaching posts to be paid by government on the basis of enrolment and that ratio. This was what was done in Zimbabwe, where schools were permitted to hire and pay additional teachers from school-determined levies, if the parents agreed by vote.

GRN education spending is currently very high and unsustainable, and the GRN faces severe budget constraints. The 1993/94 estimates only provided sufficient funds to fill about two-thirds of the authorized posts on the new, rationalized establishment of the MEC. Over one-third of all teachers in the system do not have professional qualifications. Under the existing patterns, it would be financially impossible for the GRN to bring headquarters and regional offices to their full establishment (even under the significantly reduced rationalized plan) or to pay the salaries of a fully-qualified teaching force.

In these circumstances, in the short run the demands on the education system are very large, and there are already commitments to the continued funding of personnel in the schools, regional offices, and the routine administrative functions of the MEC Head Office, plus such expenses regarded by the MEC as quasi-fixed such as the catering contract for boarders. There has to be concern that the MEC will find itself in a position where it is extremely difficult for it to find. from its own resources, sufficient finance after all these other routine, continuing commitments are taken care of, to pay for the investment aspects of the reform Program itself. The GRN has expressed the concern that, due to financial constraints, the reform process is becoming increasingly "donor driven".

The problem is one of timing. As argued above, it is entirely reasonable, and consistent with the history of other countries in the region, that in the years immediately following independence the GRN's expenditure on education should increase fairly dramatically. This runs into the problem of fiscal constraints, which have been exacerbated in the Namibian case by the behaviour of the world, regional, and Namibian economies. In order for the reform to occur and be successful, investments must be in strengthening MEC capacity to design and develop the new curriculum, while at the same time providing additional assistance targeted at the most disadvantaged learners to assure that they are not bypassed during the transitional period during which reforms in resource allocation are put into place.

By ensuring that the reform Program does in fact go ahead in a timely fashion, the BES Project will not only ensure the detailed design and implementation of the GRN education reform in a timely fashion, but by getting the changes into the schools quickly will also ensure that the improvements in performance that will lead to reduced repetition, and therefore reduced total enrolment for given initial entry, will occur sooner, and thus the cost of the total system will decline sooner to an affordable level. In other words, given the likely evolution of the system with and without the USAID BES Project, the Project can provide a critical contribution to the completion of the reform in a timely fashion, and thus the reduction of the costs of the education system to an affordable level.

There is reason for concern, however, that even with assistance through the BES Project and with support from other donors, unless fundamental improvements in policy formation and planning, resource allocation, and the establishment of realistic priorities is put into place, the Education sector may prove to be financially unsustainable. A key assumption of the Project is that complementary reforms in these areas will progress during the LOP.

TECHNICAL ANALYSIS E:

ECONOMIC ANALYSIS

The economic analysis presented in this Annex is a standard cost-benefit analysis. The approach used is to estimate the anticipated value of the Project's impact in effecting specific efficiency increases in the education system, and to compare these benefits to the cost of the project.

In conducting a cost-benefit study of any proposed activity, the first essential is to be clear about what would happen with the activity, and what would happen without it. The cost-benefit analysis summarizes the net flow of differences between the with-activity and without-activity situations. There are several difficulties in applying this approach to social interventions in general and to education projects in particular. First, unlike investments in physical infrastructure, the benefits associated with social investment are relatively intangible and difficult to measure. Education, and other social investments, generally have a very long time horizon. Most costs are incurred early in the project and benefits occur may years later, generally over the working lifetime of participants.[19] As events returns occur further into the future, uncertainty increases.[20] Since the BES Project is contributing essential inputs into the more general education reform process, it is difficult to know exactly what share of reform-related benefits should be attributed to the Project per se. It is clear that BES Project inputs are necessary for the GRN's education reform to succeed; it is impossible to know, however, what share of the overall reform is due to USAID inputs, to GRN inputs or to those of other donors. This can only be approached by examining the implications of a reasonable range of assumptions.

A fundamental difficulty in quantifying the benefits of the GRN's education reform is that the history and public statements make very clear that the objectives of the reform are multiple, and are not all converted easily to an efficiency metric. Qualitative change in the curriculum and reductions in the gross inequities that preceded independence, specifically, are extremely important objectives in the reform from the GRN point of view, and are strongly supported by the BES Project. As is discussed below, these are extremely difficult to measure or to evaluate in economic terms. For this reason, the approach used in this annex is to look only at that subset of benefits which are easily quantified. If, given a reasonable set of assumptions, these benefits, **in themselves**, justify the Project on economic grounds, we can conclude that, from an economic perspective, the Project is justified. By excluding other important, but difficult to measure benefits, the resultant economic estimate is necessarily downward biased.

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[19] With may educational investments, particularly the education of girls and women, benefit streams may include inter-generational transfers, which extend far into the future.

[20] In part, the impact of this uncertainty is counterbalanced by the fact that heavily discounted future events have relatively less impact on the overall analysis.

As a starting point, it is necessary to conceptually identify the various types of benefits which can be associated with the successful implementation of the education reform. Six general types of benefits, organized in three categories, are discussed below.

Market Outcomes

1. Labour Market Returns. It is clear that the inherited curriculum was clearly inappropriate for the majority of learners in terms of preparing them for economic activity. The new curriculum, being implemented as part of the education reform, should be expected to produce a higher rate of return to investments in education, by making school leavers more productive upon entry into labour force.[21]

At present, however, there is no empirical basis for estimating of these productivity increases as no individual who has completed the new curriculum has yet entered the labour market. In addition, little is known about the rate of return in different levels of education in Namibia, in general. For this reason, market returns are excluded from the economic analysis.

Non-market social outcomes

2. Improved Equity. Equity improvement is one of the major stated objectives of the education system. Implementation of a common curriculum and language of instruction (beyond Grade 3) are seen as essential steps in redressing past patterns of inequality. Both by facilitating the implementation of the reform program, in general, by building capacity within the MEC and by targeting additional resources to historically disadvantaged groups, the BES Project will be improving equity both in the short- and long-term.

Because imputing a monetary value to equity improvements is problematic, benefits associated with equity improvements are not included in the analysis.

3. Nation-building and democracy. In addition to anticipated market returns, the implementation of the new curriculum and associated improvements in mastery of the national language are expected to contribute substantially to strengthening democratic institutions and to contribute to reconciliation and nation-building. The old curriculum which presented demeaning stereotypes was divisive. Related to this is the implementation of a new learner-centred curriculum and the psychological and social implications of moving from an exam driven assessment system, designed to identify and screen-out "failures" to a supportive continuous assessment system.

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[21] No direct evidence on the rate of return to basic education exists for Namibia. However, the structures of the Namibian economy and the Namibian education system are still very close to those of South Africa, allowing for certain obvious differences such as lower average GDP per head [largely reflected in lower average earnings outside the formal economy]. There are many estimates that have been made of rates of return to education in South Africa using data from the 1980s. Many of these were reviewed in the South Africa: Primary Education Sector Assessment (A.I.D.; April 1992), Annex C.5. Comparison of cost structures in education between RSA and Namibia, and of earnings indications for the two countries, strongly suggests that the average rate of return to basic education in Namibia is probably currently very low by world standards, although the range of plausible estimates has, unfortunately, to be quite large. It seems reasonable to argue that over a reasonably long time horizon, the rate of return will tend toward levels more representative of lower middle income countries.

While these objectives are extremely important, they are difficult to quantify in economic terms[22] and are therefore also excluded from the economic analysis.

4. Other non-market outcomes. There is increasing evidence that improved education is associated with improved health and hygiene, lower morbidity and mortality, increased agricultural productivity, acceptance of innovations, and other socially desirable outcomes.

As with equity and democracy, these are difficult to quantify and have been excluded.

Increased Efficiency within the education system

The implementation of a reformed curriculum (including new syllabi, instructional materials, teachers guides, assessment tools and techniques and training and assistance in the use of these materials) is expected to significantly reduce repetition and dropout.

5. Decreased drop-out. Drop out rates from primary school in Namibia are extremely high, with almost 12 percent of Grade 1 learners dropping out nationally. Rates differ significantly by region, grade, and between schools. In Rundu, for example, fully 20 percent of Grade 1 learners dropped out in 1991. (See Table E1).

Table E1 1991 Primary School Dropout Rates

Grade	Observed 1991 National Dropout Rates %	Regional Maxima	
		Dropout Rate %	Region
1	11.9	20.0	Rundu
2	4.0	8.2	Rundu
3	3.9	9.6	Rundu
4	5.1	7.6	Ondangwa
5	6.0	8.1	Khorixas
6	6.5	7.8	Ondangwa
7	7.9	23.1	Keetmanshoop

[22] Non-market social objectives, such as increased equity or strengthening of democratic institutions can, in principle, be valued by looking at the costs and impacts of other social programs specifically designed to reach these objectives. Examples might be affirmative action programs, voter registration and other social mobilization campaigns, etc. Such data could be used to impute a social value associated with the production of these non-marketed social outcomes.

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The MEC Planning Directorate, which now has reliable data on dropout rates at each school, has developed enrolment projection models to estimate dropout patterns over time. One of the anticipated returns to implementation of the education reform will be a significant decrease in the incidence of dropout.

In principle, the value of avoided drop out could be estimated on the basis of the social investments up to the point of drop out. That is, the cost of dropping out of school at the end of grade three would be the investment in the first three years of schooling that were "lost". There are, however, some conceptual problems with this approach. First, it inputs zero value to what was learned prior to dropping out. There is substantial evidence that significant literacy skills are retained after the first four years of school. Second, it has the perverse implication of suggesting that dropping out at an earlier stage is less socially costly. There are also data and measurement problems; in Namibia dropout frequently occurs after multiple repetition of earlier grades. Learner-specific data on prior repetition are not available.

While it would be possible, given available data and the MEC enrolment projection model, to develop rough estimates of the value of reducing dropout rates, this has not been attempted due to the conceptual limitations, described above.

6. Reduced repetition. Primary school repetition rates are appallingly high in Namibia. In 1991, over one-third of all Grade 1 learners repeated the grade.[23] For males in Ondangwa, the rate exceeded 44 percent. (See Table E2).

One of the principal objectives of the education reform is that of effecting a rapid reduction in the repetition rate throughout the system. The BES Project is directly focused on this objective by strengthening MEC capacity to implement the new curriculum at the lower primary level nationally and by developing tools and techniques of continuous assessment. The BES Project will directly reduce repetition by targeting additional materials and services to traditionally disadvantaged learners at 300-400 schools in most need of assistance. In addition to benefits anticipated during the Project life, these investments are expected to have long-term impacts in reducing repetition in future years. At all lower primary schools, new teaching, learning and assessment materials and materials will be put into place and continued to be used beyond the LOP. In addition, grade 4 completers will enter upper primary with improved subject competencies, including English language skills, which will reduced repetition (as well as drop out) as these and successive learner cohorts progress through the system.

The social value of an avoided year of repetition is fairly straightforward, consisting to two major components:

a. The value ("opportunity cost")[24] of participants time; and,

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[23] EMIS Bulletin, Vol 1, No. 2, Table 7. MEC, November 1993.

[24] "Opportunity Cost" is conceptually the value of what would have been produced or accomplished, had learners used the time that they spend in school and school-related activities, in the best alternative use.

b. the value of direct resources (such as books, materials, class space and staff time) which are not used for repetition.

In developed economies, at higher levels of education, the "opportunity cost" of learners' time is usually imputed from observed wages rates of comparable individuals not in school[25] and this generally exceeds the direct costs of education. In developing countries with limited market employment opportunities, or in the case of young children, imputing a value for the opportunity cost of learners' time is more problematic.

It would be a mistake, however, to assign zero value to the time of learners, even in lower primary grades. First, due to late entry and earlier repetition, many Namibian lower primary learners are old enough to do significant productive work. In addition, assuming a fixed level of final school attainment, repetition of each early grade translates into a one year postponement of final entry into productive employment.[26]

While the value of time spent in repetition may be significant, imputing a value to this time is difficult and this benefit is also excluded from the economic analysis.

This leaves the direct costs of repetition. The direct costs associated with repetition are fairly straightforward and relatively easy to estimate. The benefit associated with avoiding a year of repetition is therefore defined in the following analysis as average value of direct costs associated with a year of schooling in Namibia.

Methodology

The methodology utilized in assessing the economic viability of the BES project is to estimated value of those benefits which are easily quantified and to compare these to the costs of implementing the project. As is discussed above, the resultant estimates will significantly under-estimate the full benefits of the Project because important, but difficult to measure benefits, are being excluded.

Specifically, six types of benefits can be conceptually associated with the BES Project. Of these, only one, reductions in repetition, is included in the analysis that follows. If, the benefits associated with reductions in repetition are sufficient to justify the Project on economic grounds, we can be confident that the Project constitutes a good investment.

The first step in the analysis is to develop an estimate of the impact the overall education reform in likely to have on repetition rates. The MEC Planning Directorate developed a

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[25] Observed wages may actually significantly understate the true opportunity costs for several reasons. First, more able individuals often tend to decide to invest in additional education, the observed wages of, presumably less able, workers will bias estimates downward. Second, early in most careers, a significant portion of the total compensation package (perhaps one-third) is hypothesized to come in the form of on-the job training. The observed monetary wage is therefore, a significant under-estimate.

[26] That is, because of repetition early on, a year of productive employment is lost later because of delays in school completion. If one chose to impute the lost year to the final year of schooling, the value of this later loss would, of course, have to be discounted to adjust for differences in timing.

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learner flow projection model as background to the Education Sector Issues Paper, submitted to the National Planning Commission.[27]

Projecting Total Avoided Repetition

1992 was the first year in which the MEC Planning Directorate collected reliable data on repetition, promotion and drop-out rates by grade at each school in the country. Combining this information with data on current learner enrolment and demographic patterns, it is possible to project enrolment by grade for future years. These projections change in response to assumptions about changes in repetition, promotion and drop-out patterns. For purposes of the Education Sector Issues Paper, the Planning Director modeled the implications of gradual reductions in these parameters during the nine year period 1992 through 2000. An estimate of the number of repetitions avoided through the education reform is generated by comparing projected number of repeaters under two scenarios:

1) continuation of the observed 1992 patterns; and,
2) gradual improvements during the period 1992 through 2000.

Observed 1992 patterns and targets (to be reached in a linear fashion by the year 2000), as set in the MEC Projection Model are shown in Table E2

Table E2: Baseline Repetition Rates

Grade	Observed 1992 Repetition Rates	Targets for 2000
1	36.5	0.0
2	29.1	0.0
3	25.1	0.0
4	25.6	5.0
5	23.0	0.0
6	17.6	0.0
7	19.5	5.0
8	18.7	0.0
9	25.8	0.0
10	54.2	0.0
11	14.8	0.0
12	14.9	0.0

[27] This model, developed by David Smith, a long term ODA-supported technical advisor, models learner flows, and the derived demand for education inputs, based upon historical data and assumptions about improvements in the system. 1992 is used as the base year in the date presented in this analysis.

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For purposes of evaluating the BES Project, we have extended projections though the year 2010, to allow time to follow the last Grade 1 cohort in 1998 through the completion of grade 12.[28] Projections of the number of repetitions avoided by grade in each year, are shown in Table E3, below.

It can be seen from Table E3 that almost 1.5 million learners would repeat a grade between 1995 and 2010, it the observed 1992 repetition patterns persisted.[29] If the targets specified in the MEC projection model are met, this number would be reduced to slightly over one-quarter million repetitions, a savings of 1.2 million repetitions!

Estimating the Share due to the BES Project

Since implementing the reformed curriculum is a complex process utilizing GRN and other donor resources, in addition to those to be provided under BES, attribution of the share of benefits due to BES inputs is necessarily assumption-driven. The sensitivity of conclusions to alternative assumptions is analyzed later in this Annex. As a first approximation, it has been assumed that 20 percent of the projected reduction in repetition, can be attributed to the impact of BES in strengthening MEC capacity in the areas of syllabi development and formative evaluation; long-term assistance in design and development of teacher and learning materials and in the preparation of camera-ready masters; development of tools and techniques for continuous assessment as well as developing national performance-based Grade 4 competency measures; and long term assistance in area of mother languages.

In addition, at those historically disadvantaged "target schools" where additional support will be provided through the Peace Corps component, it is assumed that a further 20 percent of the projected reductions in repetition can be attributed to the BES Project. On the assumption that roughly 50 percent of all lower primary schools will be reached by the "Target Schools" component of the project, 30 percent of projected reductions in repetition (the average of 20 percent at "non-Target" and 20+20 = 40 percent at "Target" schools) is attributed to the Project, as a first approximation.

Since the Project is being implemented only at the lower primary level, it is further assumed that a share of the projected reduction in repetition can only attributed to BES as successive cohort progress through the system. For example, none of the projected reduction in repetition at the Grade 7 level is attributed to the BES Project until 1998, the year at which 1995 Grade 4 learners reach Grade 7.

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[28] The MEC model provide projections only through the year 2000. For subsequent years, we have assumed that projected differences in number of repeaters (between the two scenarios) in the year 2000 would decrease by 10 percent per annum in each successive year. In principle, it would be possible to modify the MEC model to cover this period. It is anticipated that the Planning Directorate will be updating their projection model with 1993 data; the projection time horizon could be extended at that time, if necessary.

[29] Technically, the actual number of learners would be lower, because of serial repetition. None-the-less almost 1.5 million learner years would be spent in repetition.

Table E3: Patterns in Repetition: Projections Through 2010

		1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	TOTAL
Grade 1	1992 Pattern	30,057	29,411	28,772	28,136	27,501	26,866	24,179	21,761	19,585	17,627	15,864	14,278	12,850	11,565	10,408	9,368	
	Curr Reform Scenario	16,788	12,284	8,445	5,179	2,390	0	0	0	0	0	0	0	0	0	0	0	
	Repetition Avoided	13,269	17,127	20,327	22,957	25,111	26,866	24,179	21,761	19,585	17,627	15,864	14,278	12,850	11,565	10,408	9,368	
Grade 2	1992 Pattern	17,765	17,415	17,050	16,683	16,317	15,952	14,357	12,921	11,629	10,466	9,420	8,478	7,630	6,867	6,180	5,562	
	Curr Reform Scenario	11,202	8,455	5,914	3,669	1,710	(0)	0	0	0	0	0	0	0	0	0	0	
	Repetition Avoided	6,563	8,960	11,136	13,014	14,607	15,952	14,357	12,921	11,629	10,466	9,420	8,478	7,630	6,867	6,180	5,562	
Grade 3	1992 Pattern	13,714	13,632	13,410	13,146	12,869	12,590	11,331	10,198	9,178	8,260	7,434	6,691	6,022	5,419	4,877	4,390	
	Curr Reform Scenario	8,884	7,047	5,047	3,158	1,475	(0)	0	0	0	0	0	0	0	0	0	0	
	Repetition Avoided	4,830	6,585	8,364	9,987	11,393	12,590	11,331	10,198	9,178	8,260	7,434	6,691	6,022	5,419	4,877	4,390	
Grade 4	1992 Pattern	12,760	13,198	13,250	13,103	12,874	12,615	9,251	8,326	7,493	6,744	6,070	5,463	4,916	4,425	3,982	3,584	
	Curr Reform Scenario	9,124	8,302	6,958	5,359	3,776	2,336	0	0	0	0	0	0	0	0	0	0	
	Repetition Avoided	3,636	4,896	6,292	7,744	9,097	10,279	9,251	8,326	7,493	6,744	6,070	5,463	4,916	4,425	3,982	3,584	
Grade 5	1992 Pattern	9,424	10,043	10,456	10,583	10,522	10,366	9,329	8,396	7,557	6,801	6,121	5,509	4,958	4,462	4,016	3,614	
	Curr Reform Scenario	5,920	5,145	4,117	2,782	1,346	0	0	0	0	0	0	0	0	0	0	0	
	Repetition Avoided	3,504	4,898	6,338	7,801	9,176	10,366	9,329	8,396	7,557	6,801	6,121	5,509	4,958	4,462	4,016	3,614	
Grade 6	1992 Pattern	5,948	6,131	6,497	6,784	6,903	6,891	6,202	5,582	5,024	4,521	4,069	3,662	3,296	2,966	2,670	2,403	
	Curr Reform Scenario	3,797	3,192	2,621	1,889	970	0	0	0	0	0	0	0	0	0	0	0	
	Repetition Avoided	2,151	2,939	3,876	4,895	5,933	6,891	6,202	5,582	5,024	4,521	4,069	3,662	3,296	2,966	2,670	2,403	
Grade 7	1992 Pattern	6,159	6,137	6,284	6,617	6,920	7,078	4,458	4,013	3,611	3,250	2,925	2,633	2,369	2,132	1,919	1,727	
	Curr Reform Scenario	4,525	3,996	3,580	3,245	2,791	2,124	0	0	0	0	0	0	0	0	0	0	
	Repetition Avoided	1,634	2,141	2,704	3,372	4,129	4,954	4,458	4,013	3,611	3,250	2,925	2,633	2,369	2,132	1,919	1,727	
Grade 8	1992 Pattern	5,323	5,254	5,226	5,322	5,570	5,826	5,244	4,719	4,247	3,823	3,440	3,096	2,787	2,508	2,257	2,032	
	Curr Reform Scenario	3,299	2,616	1,973	1,372	747	0	0	0	0	0	0	0	0	0	0	0	
	Repetition Avoided	2,024	2,637	3,252	3,951	4,823	5,826	5,244	4,719	4,247	3,823	3,440	3,096	2,787	2,508	2,257	2,032	
Grade 9	1992 Pattern	7,001	7,189	7,168	7,134	7,223	7,497	6,747	6,073	5,465	4,919	4,427	3,984	3,586	3,227	2,904	2,614	
	Curr Reform Scenario	4,363	3,536	2,628	1,753	908	(0)	0	0	0	0	0	0	0	0	0	0	
	Repetition Avoided	2,638	3,653	4,540	5,381	6,315	7,497	6,747	6,073	5,465	4,919	4,427	3,984	3,586	3,227	2,904	2,614	
Grade 1	1992 Pattern	12,892	14,216	15,041	15,388	15,504	15,664	14,097	12,688	11,419	10,277	9,249	8,324	7,492	6,743	6,068	5,462	
	Curr Reform Scenario	7,591	6,460	4,842	3,117	1,509	(0)	0	0	0	0	0	0	0	0	0	0	
	Repetition Avoided	5,301	7,756	10,199	12,271	13,996	15,664	14,097	12,688	11,419	10,277	9,249	8,324	7,492	6,743	6,068	5,462	
Grade 1	1992 Pattern	1,782	1,978	2,183	2,323	2,389	2,415	2,173	1,956	1,760	1,584	1,426	1,283	1,155	1,039	936	842	
	Curr Reform Scenario	1,116	960	772	520	253	(0)	0	0	0	0	0	0	0	0	0	0	
	Repetition Avoided	666	1,018	1,411	1,803	2,137	2,415	2,173	1,956	1,760	1,584	1,426	1,283	1,155	1,039	936	842	
Grade 1	1992 Pattern	1,266	1,538	1,726	1,910	2,043	2,113	1,902	1,712	1,541	1,387	1,248	1,123	1,011	910	819	737	
	Curr Reform Scenario	813	786	642	461	234	(0)	0	0	0	0	0	0	0	0	0	0	
	Repetition Avoided	453	752	1,084	1,448	1,809	2,113	1,902	1,712	1,541	1,387	1,248	1,123	1,011	910	819	737	
Total Repetition - 1992 Patter		124,089	126,140	127,063	127,129	126,636	125,873	109,271	98,344	88,510	79,659	71,693	64,524	58,071	52,264	47,038	42,334	1,466,639
Projected Repetion - Curr Reform		77,421	62,778	47,541	32,505	18,111	4,460	0	0	0	0	0	0	0	0	0	0	242,816
Repetitions Avoided		46,668	63,362	79,522	94,624	108,526	121,413	109,271	98,344	88,510	79,659	71,693	64,524	58,071	52,264	47,038	42,334	1,225,823

Given this initial set of assumptions, it is projected that from 1995 through 2010, a total of about 1,225,000 years of repetition will be avoided because of GRN the basic education reform. Of these, about 220,000 repetitions, or 19 percent of the total, are assumed to be due to the BES Project.

Estimating the Value of Avoided Repetition

The next step in the economic analysis is to estimate the value of this reduction in repetition and to compare it to the total costs of the Project (adjusting for the time pattern of costs and benefits, through discounting). As was discussed earlier, in addition to the value of learners time the benefits of avoiding one year of repetition include the value of direct inputs such as books, materials, class space and staff time. In virtually all education systems, the largest share of costs are salary and benefits associated with school based staff. For ease of estimation, we have valued each year of repetition avoided at the estimated direct school salary costs. This includes headmaster and other school-based support staff, but excludes headquarters and regional office staff.[30] It also excludes books and other learner materials and the value of facilities.

These projections of repetition avoided, combined with assumptions about the share and time pattern associated with the BES Project, provide an estimate of the monetary return to investment in BES.

In order to complete the economic analysis, it is necessary to compare this stream of benefits to the cost of the project. Project costs consist of all the inputs being funded by USAID (including technical assistance, commodities, Peace Corps volunteers,[31] evaluation, auditing, impact assessment and project management) as well as inputs provided by the GRN (including counterpart staff time, facilities, teaching and learning materials provided to target schools, etc.). The value of GRN contributions is estimated to be 25 percent of total project costs.

Results of the Cost-Benefit Analysis

A summary of the analysis for the initial set of "Baseline" assumptions is shown in Table E4. For each grade, the table shows:

row 1 - projected annual repetition, given observed 1992 patterns

row 2 - projected annual repetition, based on projections from the MEC model

row 3 - repetition avoided, the difference between the first two rows

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[30] Cost estimates, by phase, are taken from Appendices 4:5 and 4:6 (pp. 37-38) of the Odotei Finance Study, converted to 1994 US dollars. In the Odotei report, lower primary included Grades 1 through 4, and unit cost estimates reflected this definition. In the current analysis, the unit cost for upper primary presented in the Odottei report, has been used to estimate the value of avoided grade 4 repetition.

[31] The analysis assumes that the cost to the Project of PCVs represents the true value of their time. This may be a significant underestimate of true costs, since volunteers are working for substantially less than their market value.

row 4 - the share of repetition avoided that is attributed to the BES Project.

row 5 - the dollar value in current dollars of repetition avoided in each year. This is calculated as total repetitions avoided, times the project share, times the "Unit Cost" for that grade (column 2).

Total are shown for each phase of the system and for the system overall. The last panel (second page of the Table E4) shows the project cost and benefit streams for the project, the internal rate of return (IRR), the Discounted Present Value (DPV) of the cost and benefit streams (discounted at 10 percent) and the Net Present Value (NPV).

Table E4: Internal Rate of Return to BES Project - Baseline Scenario

IRR	61.8%
NPV @ 10%	37,755,871

SCENARIO = BASELINE

Share due BES	LP	UP
	0.30	0.20

Unit Cost	LP	UP	JS	SS
R 1992	1136	1527	2500	3159
US $ 1994	402	540	884	1,117

Note Links to enrol-bs and ENROL-1

	US $ 1994 Unit Cost		1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	TOTAL
Grade 1	402	1992 Pattern	29,866	30,708	31,609	32,551	33,525	34,530											
		Curr Reform Scenario	16,788	12,284	8,445	5,179	2,390	0											
		Repetition Avoided	13,078	18,423	23,164	27,372	31,135	34,530	31,077	27,970	25,173	22,655	20,390	18,351	16,516	14,864	13,378	12,040	
		Share due to BES	0.3	0.3	0.3	0.3	0.3	0.3	0.27	0.24	0.22	0.20	0.18	0.16	0.14	0.13	0.12	0.10	
		Project Share - $	1,576,191	2,220,248	2,791,641	3,298,802	3,752,365	4,161,555	3,370,859	2,730,396	2,211,621	1,791,413	1,451,044	1,175,346	952,030	771,145	624,627	505,948	
Grade 2	402	1992 Pattern	16,645	16,966	17,404	17,899	18,426	18,975											
		Curr Reform Scenario	11,202	8,455	5,914	3,669	1,710	(0)											
		Repetition Avoided	5,443	8,512	11,490	14,230	16,716	18,975	17,078	15,370	13,833	12,450	11,205	10,084	9,076	8,168	7,351	6,616	
		Share due to BES	0.3	0.3	0.3	0.3	0.3	0.3	0.27	0.24	0.22	0.20	0.18	0.16	0.14	0.13	0.12	0.10	
		Project Share - $	655,938	1,025,829	1,384,794	1,714,915	2,014,538	2,286,850	1,852,349	1,500,402	1,215,326	984,414	797,375	645,874	523,158	423,758	343,244	278,028	
Grade 3	402	1992 Pattern	12,282	12,354	12,554	12,850	13,202	13,584											
		Curr Reform Scenario	8,884	7,047	5,047	3,158	1,475	(0)											
		Repetition Avoided	3,398	5,307	7,507	9,692	11,726	13,584	12,226	11,003	9,903	8,913	8,021	7,219	6,497	5,848	5,263	4,737	
		Share due to BES	0.3	0.3	0.3	0.3	0.3	0.3	0.27	0.24	0.22	0.20	0.18	0.16	0.14	0.13	0.12	0.10	
		Project Share - $	409,552	639,615	904,747	1,168,080	1,413,231	1,637,146	1,326,088	1,074,131	870,046	704,738	570,837	462,378	374,526	303,366	245,727	199,039	
Grade 4	402	1992 Pattern	11,794	12,000	12,103	12,277	12,540	12,865											
		Curr Reform Scenario	9,124	8,302	6,958	5,359	3,776	2,336											
		Repetition Avoided	2,671	3,698	5,145	6,918	8,763	10,529	9,476	8,529	7,676	6,908	6,217	5,596	5,036	4,532	4,079	3,671	
		Share due to BES	0.3	0.3	0.3	0.3	0.3	0.3	0.27	0.24	0.22	0.20	0.18	0.16	0.14	0.13	0.12	0.10	
		Project Share - $	321,849	445,710	620,070	833,695	1,056,152	1,268,962	1,027,859	832,566	674,378	546,246	442,460	358,392	290,298	235,141	190,464	154,276	
Low Prim		Total Rep Avoided	24,590	35,940	47,306	58,211	68,341	77,619	69,857	62,871	56,584	50,926	45,833	41,250	37,125	33,412	30,071	27,064	767,001
		BES Rep Avoided	7,377	10,782	14,192	17,463	20,502	23,286	18,861	15,278	12,375	10,024	8,119	6,577	5,327	4,315	3,495	2,831	180,804
		Proj Savings $ US	2,963,530	4,331,402	5,701,252	7,015,492	8,236,287	9,354,512	7,577,155	6,137,496	4,971,371	4,026,811	3,261,717	2,641,991	2,140,012	1,733,410	1,404,062	1,137,290	72,633,791
Grade 5	540	1992 Pattern	8,809	9,263	9,491	9,605	9,738	9,930											
		Curr Reform Scenario	5,920	5,145	4,117	2,782	1,346	0											
		Repetition Avoided	2,889	4,119	5,373	6,823	8,392	9,930	8,937	8,044	7,239	6,515	5,864	5,277	4,750	4,275	3,847	3,463	
		Share due to BES	0	0.2	0.2	0.2	0.2	0.2	0.18	0.16	0.15	0.13	0.12	0.11	0.10	0.09	0.08	0.07	
		Project Share - $	0	444,814	580,330	736,870	906,320	1,072,482	868,710	703,655	569,961	461,668	373,951	302,901	245,349	198,733	160,974	130,389	
Grade 6	540	1992 Pattern	5,458	5,572	5,832	5,996	6,083	6,168											
		Curr Reform Scenario	3,797	3,192	2,621	1,889	970	0											
		Repetition Avoided	1,661	2,380	3,211	4,107	5,113	6,168	5,551	4,996	4,496	4,047	3,642	3,278	2,950	2,655	2,390	2,151	
		Share due to BES	0	0	0.2	0.2	0.2	0.2	0.18	0.16	0.15	0.13	0.12	0.11	0.10	0.09	0.08	0.07	
		Project Share - $	0	0	346,750	443,514	552,190	666,125	539,561	437,045	354,006	286,745	232,263	188,133	152,388	123,434	99,982	80,985	
Grade 7	540	1992 Pattern	5,675	5,618	5,704	5,938	6,117	6,223											
		Curr Reform Scenario	4,525	3,996	3,580	3,245	2,791	2,124											
		Repetition Avoided	1,150	1,622	2,123	2,692	3,326	4,099	3,689	3,320	2,988	2,689	2,420	2,178	1,961	1,765	1,588	1,429	
		Share due to BES	0	0	0	0.2	0.2	0.2	0.18	0.16	0.15	0.13	0.12	0.11	0.10	0.09	0.08	0.07	
		Project Share - $	0	0	0	290,780	359,241	442,701	358,588	290,456	235,269	190,568	154,360	125,032	101,276	82,033	66,447	53,822	
Upper Prim		Total Rep Avoided	5,700	8,121	10,707	13,622	16,831	20,197	18,178	16,360	14,724	13,251	11,926	10,734	9,660	8,694	7,825	7,042	193,574
		BES Rep Avoided	0	824	1,717	2,724	3,366	4,039	3,272	2,650	2,147	1,739	1,408	1,141	924	749	606	491	27,798
		Proj Savings $ US	0	444,814	927,080	1,471,164	1,817,751	2,181,308	1,766,859	1,431,156	1,159,236	938,981	760,575	616,066	499,013	404,201	327,403	265,196	15,010,803

Table E4 Baseline SCENARIO - (Cont'd)

US $ 1994 Unit Cost			1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	TOTAL
Grade 8	884	1992 Pattern	5,241	5,132	5,070	5,121	5,301	5,467											
		Curr Reform Scenario	3,299	2,616	1,973	1,372	747	0											
		Repetition Avoided	1,942	2,515	3,096	3,749	4,554	5,467	4,920	4,428	3,985	3,587	3,228	2,905	2,615	2,353	2,118	1,906	
		Share due to BES	0	0	0	0	0.2	0.2	0.18	0.16	0.15	0.13	0.12	0.11	0.10	0.09	0.08	0.07	
		Project Share - $	0	0	0	0	805,216	966,587	782,935	634,178	513,684	416,084	337,028	272,993	221,124	179,110	145,079	117,514	
Grade 9	884	1992 Pattern	5,444	5,513	5,435	5,367	5,396	5,554											
		Curr Reform Scenario	4,363	3,536	2,628	1,753	908	(0)											
		Repetition Avoided	1,080	1,977	2,807	3,614	4,488	5,554	4,999	4,499	4,049	3,644	3,280	2,952	2,656	2,391	2,152	1,937	
		Share due to BES	0	0	0	0	0	0.2	0.18	0.16	0.15	0.13	0.12	0.11	0.10	0.09	0.08	0.07	
		Project Share - $	0	0	0	0	0	982,024	795,440	644,306	521,888	422,729	342,411	277,353	224,656	181,971	147,397	119,391	
Grade 10	884	1992 Pattern	9,650	10,468	10,852	10,891	10,818	10,829											
		Curr Reform Scenario	7,591	6,460	4,842	3,117	1,509	(0)											
		Repetition Avoided	2,059	4,008	6,010	7,774	9,309	10,829	9,746	8,771	7,894	7,105	6,394	5,755	5,179	4,661	4,195	3,776	
		Share due to BES	0	0	0	0	0	0	0.18	0.16	0.15	0.13	0.12	0.11	0.10	0.09	0.08	0.07	
		Project Share - $	0	0	0	0	0	0	1,550,879	1,256,212	1,017,532	824,201	667,603	540,758	438,014	354,791	287,381	232,779	
Jr Secondary		Total Rep Avoided	5,082	8,500	11,913	15,137	18,351	21,849	19,664	17,698	15,928	14,335	12,902	11,611	10,450	9,405	8,465	7,618	208,909
		BES Rep Avoided	0	0	0	0	911	2,204	3,540	2,867	2,322	1,881	1,524	1,234	1,000	810	656	531	19,479
		Proj Savings $ US	0	0	0	0	805,216	1,948,611	3,129,254	2,534,696	2,053,104	1,663,014	1,347,041	1,091,103	883,794	715,873	579,857	469,684	17,221,246
Grade 11	1,117	1992 Pattern	1,826	1,971	2,136	2,230	2,252	2,243											
		Curr Reform Scenario	1,116	960	772	520	253	(0)											
		Repetition Avoided	710	1,011	1,364	1,710	1,999	2,243	2,018	1,817	1,635	1,471	1,324	1,192	1,073	965	869	782	
		Share due to BES	0	0	0	0	0	0	0.00	0.18	0.16	0.15	0.13	0.12	0.11	0.10	0.09	0.08	
		Project Share - $	0	0	0	0	0	0	0	365,283	295,879	239,662	194,126	157,242	127,366	103,167	83,565	67,688	
Grade 12	1,117	1992 Pattern	1,336	1,571	1,717	1,863	1,957	1,988											
		Curr Reform Scenario	813	786	642	461	234	(0)											
		Repetition Avoided	522	785	1,075	1,402	1,723	1,988	1,790	1,611	1,450	1,305	1,174	1,057	951	856	770	693	
		Share due to BES	0	0	0	0	0	0	0.00	0.00	0.15	0.13	0.12	0.11	0.10	0.09	0.08	0.07	
		Project Share - $	0	0	0	0	0	0	0	0	236,096	191,238	154,902	125,471	101,631	82,321	66,680	54,011	
Sr Secondary		Total Rep Avoided	1,233	1,796	2,439	3,112	3,722	4,231	3,808	3,427	3,084	2,776	2,498	2,249	2,024	1,821	1,639	1,475	41,335
		BES Rep Avoided																	0
		Proj Savings $ US	0	0	0	0	0	0	0	365,283	531,975	430,900	349,029	282,713	228,998	185,488	150,245	121,699	2,646,330
SYSTEM TOTALS		Total Rep Avoided	36,605	54,357	72,366	90,082	107,244	123,897	111,507	100,356	90,321	81,289	73,160	65,844	59,259	53,333	48,000	43,200	
		Proj Savings $ US	2,963,530	4,776,216	6,628,332	8,486,657	10,859,253	13,484,431	12,473,268	10,468,630	8,715,686	7,059,706	5,718,362	4,631,873	3,751,817	3,038,972	2,461,567	1,993,869	
Project Costs			636,387	4,035,554	5,500,901	7,483,833	4,590,541	805,053											
Net Benefits			(636,387)	(1,072,024)	(724,685)	(855,501)	3,896,116	10,054,200	13,484,431	12,473,268	10,468,630	8,715,686	7,059,706	5,718,362	4,631,873	3,751,817	3,038,972	2,461,567	1,993,869
IRR	61.8%																		
DPV of:		Years -->	0	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
Returns	55,865,133			2,694,118	3,947,286	4,979,964	5,796,501	6,742,742	7,611,610	6,400,759	4,883,693	3,696,302	2,721,822	2,004,251	1,475,857	1,086,768	800,256	589,280	433,924
Costs	18,109,262		636,387	3,668,685	4,546,199	5,622,715	3,135,401	499,875											
NPV	37,755,871																		

Under this initial set of assumptions, which combines what appeared to be the most reasonable point estimates for key parameters in the model, the estimated Internal Rate of Return (IRR) was 82 percent with a Net Present Value (NPV) (using a discount rate of 10 percent) of US $ 39 million[32]

In order to submit the BES Project to a more stringent test, sensitivity analyses were conducted using alternative assumptions selected so as to bias the results strongly against BES in order to assure that the positive conclusions are not an artifact of incorrect assumptions. A summary of representative alternative scenarios is summarized below.[33]

A. Repetition rates decline to only half the target levels specified in the MEC projection model (i.e., 10 percent repetition in grades 4 and 7, 5 percent repetition in all other years).

B. The share of benefits attributable to the BES Project are only half the level assumed in the baseline estimates. (That is 10 percent at all schools plus an additional 10 percent at "Target" Schools).

C. None of the repetition avoided at the secondary level can be attributed to the BES Project.

D. Only fifty percent of the salary savings assumed in the baseline model can be realized (either because of rigidities in teacher assignment or future decreases in teachers' real wages).

The results of the sensitivity analysis are summarized in Table E5 below.

Table E5: Sensitivity Analysis

Scenario	IRR - %	NPV - 1994 US $
Initial "Baseline"	82	38.000.000
Alternative A	54	26.000.000
Alternative B	25	10.000.000
Alternative C	77	29.000.000
Alternative D	25	10.000.000

Source: USAID Calculations.

[32] The IRR is the discount rate at which the discounted present value of benefits and costs are equal. The net present value is the discounted present value (at 10 percent) of benefits minus costs. Details of these analyses, including spreadsheets are available at USAID/Namibia and REDSO/ESA.

[33] Each of these alternatives was tested, one at a time, as a deviation from the baseline estimates.

Conclusions of the Economic Analysis

The conclusion is that with all reasonable assumptions the Project shows a positive NPV over 16 years, and a fully acceptable IRR. It should be noted that the results presented about the effects of BES that are extremely conservative. Only one of six identified types of Project benefits were included in the analysis. Even for this single benefit (repetition avoided) the value of participant time was excluded. Thus the fact that these analyses show BES as worthwhile even under these extremely conservative assumptions justifies strong confidence that the proposed investment is worthwhile.

TECHNICAL ANALYSIS F:

INSTITUTIONAL AND ADMINISTRATIVE ANALYSIS

A: **Organization and the Reorganization Process**

One of the first institutional challenges facing the new government of Namibia was the need to replace eleven separate systems of education each based upon an ethnic division, with a single, national system. In the four years since independence, the MEC has been established as the single authority for education in the country, an institution that has defined educational policies, initiated a great many reform activities, and made substantial progress in curriculum development, examination reform, teacher training, and data collection. However, the tasks of actually establishing a single, unified, institutional system to manage and administer the education system and of ensuring that this new institutional system actually functions with the unity of purpose needed to achieve the aims of the reform have been far more difficult than was anticipated.

That process of transformation has been made more complicated by a number of factors, the most significant of which has been the MEC's inability to exercise full control over the selection and transfer of its own personnel. Namibia's newly elected government opted for reconciliation rather than confrontation with the old guard. In conformance with the policy of national reconciliation, Article 141 of the new constitution states that any person holding office (i.e. civil servant, administrator, teacher, etc.) on the date of independence will continue to hold that office unless or until he or she resigns or is retired, transferred, or removed from their position in accordance with the law. The impact of this constraint is heightened by the fact that, shortly before independence, the South African regime permitted working civil servants to convert their pension rights into private annuities that are held with South African financial institutions. Most officials took advantage of this opportunity, with the consequence that there was little incentive for officials who were not in agreement with the new government to attempt to transfer to South Africa, as their pension rights were already protected.

Thus, in building the new unified system, the government of Namibia has had to redeploy into the new MEC all officials of the previous eleven administrations who wished to remain, which was the vast majority of them. In addition, there was a relatively small number of previously excluded Namibians with a record of commitment to the ideals of an independent Namibia, who were qualified to fill positions of importance in the new administration. The actual number of qualified Namibians who returned from exile turned out to be smaller than had been anticipated and many who did return had qualifications (e.g. from Eastern Europe) which are not recognized by the South African-derived regulations of the Namibian Public Service Commission. The task confronting this staff was to construct the new institutional structure while the school system continued to function. This need to do two things simultaneously led to the initial structure of the MEC being, to a large extent, an expansion of the structure of the largest pre-existing authority, the Department of National Education, which had administered education for non-whites in white areas throughout the country. It is hardly surprising that a number of problems arose:

First, a proportion of the most experienced and qualified administrative and technical personnel absorbed from the previous administrations, although highly competent, are not necessarily fully in sympathy with the aims of the reform and are not necessarily fully committed to ensuring its success. When that is the case, these individuals are in a position to delay the implementation of reform policies. And, even when this is not a correct characterization of the attitudes of a particular official, the fact that he or she is known to have supported or acquiesced to the policies of the previous regime is sufficient to create the perception that it might be the case, which breeds mistrust and interferes with communication. Mere commitment to a policy of national reconciliation, and even its implementation to the letter, does not immediately remove such perceptions. This situation initially led to difficulties with unity of purpose within the MEC and distrust and communications problems among various officials within the MEC. However, now, four years after independence, most MEC personnel report that these difficulties are beginning to fade into the background as confidence in the reconciliation strategy of the government has increased and the daily process of working together has built greater trust and new networks.

Second, into this atmosphere of distrust and communication gaps were introduced a relatively large number of expatriates from very diverse origins and at all levels of the system (e.g. from top advisors to classroom teachers). These expatriates ranged from individuals who had been involved for years in planning educational reform with the Namibians who were in exile to others who were both politically naive and totally new to Africa. The presence of these expatriates, while clearly adding to the capacity of the MEC to fulfil its technical functions and undermining the conservative expertise from the previous regime, added further to the confusion and communication difficulties. In addition, the influx of foreign expertise invariably limited the scope for development of previously excluded Namibians and, however well-intentioned, often inserted assumptions and values generated outside of an Africa context.

Third, it was inevitable that a MEC that was hastily assembled from the staff of eleven different authorities and a few returning exiles would not have an internal structure that was ideally suited to the task at hand. Thus the MEC requested, and received, assistance from British ODA to help it draw up a "rationalization" plan, as required throughout the government by cabinet decision, in part to reduce the size and expense of government. The rationalization process has, again not surprisingly, been a long and slow one. The MEC Rationalization Task Force was established in May 1991. After two rounds of proposals, reviewed and agreed in principle by the Cabinet and the Public Service Commission, the third and final proposal received final approval from the Cabinet on March 30, 1993. It has not yet been implemented. This means that the structures and staffing of the entire MEC have been in transition throughout the period since independence and this transition will continue until the plan is implemented. Concern is often expressed within the MEC that this rationalization plan was constructed with relatively little consultation with Ministry personnel, a weakness which has tended to decrease the sense of ownership in the proposed plan. And, until the plan is actually implemented, it continues to be used as a constant reason for not moving ahead with specific reforms. Further, while the rationalization achieves reductions in the authorized personnel establishment of the MEC and regional offices, it does not necessarily reduce the actual number of posts filled or currently financed. It is also dubious whether the budget for MEC offices will be increased enough to allow recruitment to all posts in the new structure.

Delays in implementing the rationalization plan have had a particularly pronounced impact on NIED, as a newly created unit of the MEC. This is especially significant for the proposed project due to its focus on activities that are based in NIED. NIED has been constituted on paper, but can only be staffed once the rationalization plan has been implemented. To date, NIED has been dependent on expatiates for carrying out its functions. The rationalization program, when enacted, will provide up to 50 staff positions in NIED; whether or not these will all be actually filled is not clear. The sustainability of the proposed program is directly linked the NIED's ability to provide staff on a timely basis to ensure technology transfer and effective utilization of the project assistance. The Materials Projection Unit of NIED will be especially important to carrying out the curriculum reform for the lower primary grades and that unit currently has no Namibian staff in place. In addition to NIED staff not yet having been hired, the physical structure for NIED is not yet complete. It is expected that the NIED staff will move into a newly constructed, donor-funded building 60km from Windhoek during 1994. While the new building will provide needed space for the new NIED staff and facilities for national level in-service teacher training, the move will, in itself, create another period of disruption.

Fourth, the MEC has suffered internally from a lack of communication and formal linkages between the planning functions and the budget functions in its head office and in the regions (and, externally, there is doubt about the efficacy of communication links between the MEC and the MOF, the NPC, and through the NPC with other Ministries). In addition, while the MEC has collected and stored a substantial amount of data about its schooling system, it is only in the last year that the process of analyzing that data in order to inform the decision-making process has been seriously undertaken. The method the MEC currently uses to allocate its guideline amount between budgetary categories has been to take the costs of personnel in post as continuing and fixed, whether the individuals in question are established in their posts or holding temporary appointments. The MEC receives a global guideline amount to cover all its recurrent expenditures from the MOF; after deducting these personnel costs, which have accounted for about three quarters of total expenditures in recent years, the budget process then deducts other contractual and quasi-fixed obligations, which are again in practice treated as fixed. These include subsidies to private schools and hostel and catering costs, which are largely under current procedures out of the control of the MEC head office. The residual is then available for operating costs, such as textbooks, travel, in-service training, fuel, utilities, and maintenance for schools, other instructional materials, etc. These funds are allocated to regions largely on the basis of the past year's allocation prorated to fit the funds available. How they are allocated within regions has been left up to the regions; with no clear guidance from the head office, this has generally meant that the regions have followed a similar pattern and based the distribution of resources on the previous years' allocations. The MEC is well aware of the need to establish links among its data analysis, budgeting, and planning processes; it is equally sensitive to any A.I.D. involvement in addressing this problem due to the unfortunate history of the Basic Education Reform Program (see Annex L).

A fifth and final structural problem facing the educational system of Namibia involves the difficulty of moving away from the previous, highly authoritarian and hierarchical administrative structure to one more suitable to the new democracy. In the past decisions flowed from Pretoria to Windhoek, and then down through a highly structured system within the head office and through highly structured systems within each ethnic authority, and finally

to each school. Decisions about what was to be done were passed downward, making the receiver both responsible for the implementation of the decision and eliminated from any role in the decision-making process. With the disruption of this system, several patterns emerged. Given their previously passive role in regard to decision-making, MEC personnel frequently wait for specific instructions about what is to be done and, if none arrive, do little to actively advance the reform. In addition, the lack of role definition and clear channels of communication and authority in the new organization create uncertainty about who is responsible for carrying out the implementation of policies, frequently resulting in no one taking responsibility and/or top personnel being forced into micromanagement. Although SWAPO leaders are in positions of power, their ability to implement their policies are limited by their inability to trust and mobilize those in middle-management positions, a group including both individuals who do not support the reform and individuals who support the reform but are unaccustomed to playing a role that includes decision-making and innovation. In addition, SWAPO leaders are often unable to establish the networks they need for receiving information and moving policies forward with lower-level SWAPO personnel, who not only lack established links to those who were educated in exile, but who also often lack the economic advantages of the returned exiles who are in positions of power and who frequently operate from a somewhat different value system. For example, the decision to change the language of instruction to English began to be developed as early as 1983 at a SWAPO conference in Lusaka. However good the reasons given to support this choice, it expresses a political need to make a visible break with Africaner colonialism. But, given the stress such a change creates in the educational system, grass roots Namibian educators would have preferred to focus upon more immediately practical issues, such as a more equitable allocation of resources and improvement in the qualifications and conditions of employment for teachers in the disadvantaged areas of the country. Differences in priorities among those who are struggling to advance the reform are still being worked out.

B: **Decentralization and Redistribution Processes**

The situations in the six regional offices of the MEC tend to reflect the impact of the same set of difficulties. These regional offices were newly created at independence, using personnel primarily from the various separate, pre-existing ethnic authorities. Considerable progress has been made in terms of developing a regional structure for monitoring and inspecting schools, supplying books and other materials, delivering in-service training to teachers, approving personnel appointments to schools, and the development of local Teacher Resource Centers. However, as with the head office, the personnel and the budget, planning, and data systems are, to a large degree, those inherited from the previous regime. The rationalization plan involves changes in the staffing and organization of regional offices, but these are subject to the same delays and implementation problems as those designed for the head office.

The administrative transition has been painful in the former communal areas where the second-tier ethnic administrations have been disbanded and the new regional offices established. In the process, the white officials who ran these administrations have either been transferred or, in most instances, have resigned for the service. The local official who remain, through no fault of their own, tend to be junior staff with little or no training or administrative experience. The new officials who have been appointed to the regional offices, most of whom are recently returned exiles, frequently have little relevant experience and have little knowledge of the region to which they have been sent. As a consequence, there is

administrative confusion in most of the regional offices at a time when popular demands for government action are extremely high. The regional offices also, in most cases, have the disadvantage with respect to public credibility of occupying the same office buildings as had the previous ethnic authority that was predominant in each particular region.

Just as funds are allocated to regions largely on the basis of the past year's allocation prorated to fit the funds available, the allocations of resources made by the regions to schools are very heavily influenced by historical inertia and the resourcing of schools in the past. To some extent, the infrastructure that has been inherited forces inequities in such circumstances; a school that has a telephone, electricity, more buildings, etc., will tend to have spent more in the past and will tend to continue to get more because they have a perceived 'need' for more operational expenses. The financial/budgeting and personnel systems are such that it is virtually impossible to determine how many resources are being expended through a particular school. Part of the problem is that currently all records are on paper and that they are arranged and kept in regional offices by object, not by school. For example, if a school requires textbooks, it draws up a requisition and, after approval by the relevant inspector, the order then goes, via the inspector, to the regional office. If it is approved there, it then goes to the clerk who deals with textbook orders, where it is processed and filed. In principle, then, the region knows how much it is spending on textbooks, but in order to find out how much a particular school is getting in textbooks, either a clerk must go through all of the paper on textbooks pulling the orders for the school in question, or one must go back to the school.

As noted in the Sector Assessment, and is evident from even the most cursory examination of the Namibian education system, education in Namibia involves extreme inequalities of resource allocation. Under the previous regime, estimates made in the Sector Review (1990) showed a range of annual expenditure per learner from R616 for Owambos to R5,105 for Whites, a ratio of 8.29 to 1 from highest to lowest. Rough estimates of average calculated cycle time, in years, from the same source ranged across ethnic groups from 3.84 to 6.44 years for lower primary, 4.08 to 6.90 years for Upper Primary, and 3.20 to 7.27 years for Junior Secondary. Under the unified system now in effect, it is no longer possible to estimate disparities in resource provision on an ethnic basis because schools are now organized on a regional, geographic basis and are open to learners of all ethnic groups. However, regional variations in expenditure per learner remain substantial: the 1992 cost study estimated the range of average expenditure on teacher compensation per learner across regions as from R414 to R1,136 at lower primary, from R747 to R1,986 at Upper Primary, and from R1,004 to R3,958 at Junior Secondary. And, just as importantly, the variance of expenditure per learner within regions, between schools formerly belonging to the well-resourced authorities and those formerly belonging to the poorly-resourced authorities, remains very substantial.

As part of the policy of national reconciliation, the strategy of the MEC with respect to resource allocation has been to favor the poorly-resourced schools with incremental improvements, but not to reallocate substantial amounts of resources away from well-resourced schools. For example, as yet there have been no compulsory transfers of teachers, in part because it is believed that many would resign rather than transfer and in part because there are substantial institutional obstacles to a more equitable allocation of teachers and other personnel. Although there seems to be some ambiguity about the strict legal position, the practice has been that teachers are appointed to specific posts at specific schools, and, once

confirmed as permanent civil servants, are treated as though they have tenure in that post at that school. Transfers are entirely voluntary on the basis of individual applications for vacant posts at other schools. It would appear that under current practice, teachers can only be induced to move to a different school by the abolition of the post they occupy. As yet, for somewhat understandable reasons involving perceptions and the danger of teachers resigning from the service rather than accepting posts in less favorable locations or less well resourced schools, the MEC appears to have been unwilling to reduce the number of authorized teacher posts at well-resourced schools, despite learner-teacher ratios that are significantly below the national average. The Minister has, however, stated that now that the rationalization plan for the MEC and regional offices has been approved, the next step is to develop personnel norms for schools.

The MEC has launched a school rationalization process, under which school buildings are reallocated and the provision of schools organized on a geographic basis rather than the previous ethnic basis. In some places, this process has already begun as a result of local initiative; in others it will be a difficult and slow process. Most of the changes have begun at the senior secondary level, where duplication of facilities is most serious and most expensive; it is expected that changes will gradually travel through the system to the lower grades. As this process continues, and as teachers become more mixed ethnically within individual schools, lateral and vertical communications and cooperation among schools should improve. However, at the actual level of operations, mistrust, fear, and lack of commitment to the ideals of the reform still exist. This has been illustrated by cases of teachers resigning and of schools allowing themselves to be closed or communities establishing private schools rather than accept rationalization proposals. In addition, the vast majority of schools with the least qualified teachers, poorest facilities, and fewest materials exist in the northern regions where the problem is less one of reallocation of resources among schools previously administered under different ethnic authorities, but the generally low level of funding to the majority of schools in those entire regions.

Relationships between communities and schools have not had time to recover from the tensions created during the struggle for independence. During that period: learners were often a focus of protest; SA soldiers, who were sent to teach in Namibian schools in an attempt to appear as social benefactors, were often perceived of as an armed enforcement of apartheid in the classroom; and the conscription of learners into the army was conducted through the support of the department of education and school principals. The MEC has made a substantial effort to consult with communities about the reform, particularly with respect to curricular reform, by means of public meetings and workshops for parents, NGOs, and churches throughout Namibia. Leaders of teachers' and learners' unions and traditional chiefs have direct access to the Minister. The MEC has also attempted to revitalize or to establish School Boards or Committees, which represent parents and communities, control school funds generated by community activities and from voluntary fees, and, in conjunction with the school principal, set various policies. However, at present, these boards or committees, although very active and successful at some schools, exist in a legal vacuum because no regulations exist covering their election, powers, and limitations. And, given the traditional authority of principals relative to teachers, parents, and learners, who are the members of the new school boards, it is difficult for board members to function as more than a rubber stamp to decisions already made.

C: **Capacity**

The capacity of an organization is a function not only of the skills and experience of its personnel, but also of their motivation, of the suitability and efficiency with which they are organized, the appropriate and rapid flow of communications, and the success of team work within the organization. Clearly, the process of consolidation and unification within the MEC head office has been slow and the process itself has resulted in poorer communications and weaker teamwork than is desirable, in some cases due to poor motivation or obstructionism. These difficulties were not foreseen in the original BERP analyses, nor were a number of related problems that have had significant impacts on the capacity of the MEC to carry out an educational reform.

First, as noted in the original analysis, but underemphasized, the reform process requires capacities in the MEC that were not required in any of the precursor authorities because the functions in question were either not performed at all or were carried out in South Africa. These include the need for expertise in areas such as: instructional design and curriculum development, including materials production; planning; management information systems and associated data analysis; examination systems; policy analysis; and teacher education for learner-centered education. In practice, there have turned out to be fewer Namibians with the requisite skills and experience available than was apparently anticipated. In some cases, Namibians who were available have not been employed because either budget stringency prevented authorization of recruitment to an established post, or, prior to the rationalization plan's approval, there has been no appropriate established post, or the recruitment process and conditions of service established by the Namibian Public Service Commission resulted in the candidate accepting employment elsewhere. As a result, in many of these categories, the MEC has had to rely heavily on a few dedicated public servants supplemented by expatriate advisors. The external technical assistance purchased by the GRN, or contributed by donors, has adequately supplemented the MEC's own capacity in some fields, such as curriculum development, but not in others, such as planning.

Second, the reform process not only requires entirely new categories of skills, it also requires very different attitudes about performance of duties and a different management style than was appropriate in the former authorities. As mentioned in Section A, the management style has had to be shifted to one that is supportive of both the reform and unification and one which is flexible, open to innovation, cost-conscious, and driven by the needs of learners rather than by directives from above. These attitudes are not necessarily present in all the officers inherited from the previous ethnic authorities and the process of altering the system of management within the MEC has been slow. It is not only new skills that must be learned, but new attitudes about decision-making and responsibility.

Third, until the reform process is complete in 1997, at the earliest, there will be two curricula in use in the school system. This represents additional demands on the MEC's capacity, because personnel, particularly subject advisors, inspectors, and administrators, have to deal simultaneously with two sets of syllabi in two languages of instruction. It appears that the original BERP analysis overlooked the extra strain this would put on the MEC in terms of its routine administrative work. The shift to English as the language of instruction has, especially, placed stress and extensive demands of the educational system.

Fourth, since independence the MEC has relied heavily on expatriate technical assistance in some fields, partly under contracts it has financed itself and partly by accepting technical assistance from donors. Unfortunately, through a lack of appropriate counterparts for most of these technical experts, relatively little capacity building has taken place among the Namibians working with the expatriates. Currently most training for MEC personnel is still being accomplished through short and long term training outside Namibia, which is expensive and time consuming. In addition, the uncertainties associated with the pending rationalization plan of the MEC have led to the postponement of essential training until it is clear who will be filling the relevant position.

Although the accomplishments of the MEC in many areas, especially curriculum development, since the inception of the reform following independence are very impressive, it appears that the capacity of the MEC to implement the reform remains constrained and will continue to remain constrained for some time. Therefore it is important that the MEC's rationalization plan be implemented in order to determine where capacity constraints may create bottlenecks. The establishment of the new staffing patterns associated with the rationalization plan are important to ensuring sustainability, technology transfer and effective utilization of project assistance, as it is important that MEC staff be available to work as counterparts with project staff.

TECHNICAL ANALYSIS G:

SOCIO-CULTURAL ANALYSIS

A: Introduction

The distribution of social and economic conditions among the white, colored, and various black groups of Namibia has been shaped and legitimized by the educational system of the country which, prior to independence, was harnessed to apartheid. This inequitable distribution of educational opportunity will continue for as long as historically marginalized schools continue to receive the fewest resources (financial, educational and human) and curriculum fails to relate to the lives of Namibian learners. For this reason, educational reform was given a high priority among the goals expressed at independence and expectations are high for rapid and extensive change in the system.

The diversity of cultures, physical environments, and economic possibilities found in Namibia have been augmented by the extensive, underpopulated distances that often stretch between communities and by Namibia's long history of external political control, economic constraints, and war. The resulting social variation has created different contexts in which the impact of the former educational system has had differing effects on the access, persistence, and achievement of learners. One of the most difficult tasks facing the educational reform is determining how to achieve a more equitable schooling system within this diversity of contexts without stifling or denying the cultural traditions of the various groups.

The wide range of social and cultural variation in Namibia is, in itself, a constraint to the rapid reform of the educational system. There is a tension created by attempting to simultaneously provide increased educational opportunities for disadvantaged ethnic and regional groups while continuing to address the needs of the formerly privileged minority, and creating a unified system that can address the cultural diversity of the country. That tension slows the pace of reform. After traveling such a long road to independence, Namibians have been willing to be patient and give their new government time to address the complexity of social inequities which it inherited. However, unless more real changes begin to occur on the community level, the patience of disadvantaged groups could wear thin.

This analysis focuses on describing the major social and cultural issues that influence the education system, the educational reforms that have addressed these social factors, how effective these reforms have been, what the current status of teachers and learners is, and the aspects of the social context that the project will address.

Other stakeholders in the reform process include:

> learners, teachers, employers, parents, ministry personnel, religious groups, communities, chiefs/headmen, Universities, school principals, teacher unions, learner unions, NGOs, political parties, media/press, teacher education organizations, donors, SA region, school boards and committees and regional offices (Harmony workshop.)

of their countries of exile; those who forfeited their educational, social and economic opportunities in order to fight for their country's independence; and Namibians who developed new forms of social organization more appropriate to their lives as exiles.
Relationships between communities and schools have not had time to recover from the tensions created during the struggle for independence. During that period: 1) learners were often a focus of protest; 2) SA soldiers, who were sent to teach in Namibian schools in an attempt to appear as social benefactors, were often perceived of as an armed enforcement of apartheid in the classroom; and 3) the conscription of learners into the army was conducted with the support of the Department of Education and school principals.

3: Variations Created by Culture and Language

The pre-colonial economy of Namibia can be divided into three groups: those primarily dependent on pastoralism, those primarily dependent on hunting and gathering, and those primarily dependent on arable agriculture. In addition, because pre-colonial societies generally produced a surplus, virtually all groups were involved in trade with other ethnic groups. Social patterns varied among these ethnic groups; for example, pastoral societies in the least marginal locations tended to be hierarchical and patrilineal (as the Herero), while pastoral societies in extremely marginal environments were generally less hierarchical and gender differences were less pronounced (as the Nama and Damara). In hunting and gathering societies (as the San), similar to the case elsewhere in Southern Africa, hierarchy and gender divisions were not pronounced.

Land loss, loss or transformation of income producing activities, and changes in population have had various effects on different ethnic groups. The traditionally nomadic San, who have been continually displaced from their territory, have come to be regarded as low status within the Namibian social hierarchy, with a reported loss of self-esteem resulting. In contrast, the Ovahimba, due to their population density and settlement on land that allowed arable agriculture, appear to have retained a greater sense of status and cultural cohesion in spite of the long military occupation of their region.

A broad definition of the term language may distinguish between up to 31 languages of nine major groups in Namibia. Indigenous Namibian languages were deliberately not developed during both colonial periods, with the result, among others, that a distinction arose between prestigious uses of language and domestic uses of language. Prestigious functions, such as in administration, government, education, and communication with people in positions of power, were associated with the colonial language. A consequence of this separation of language functions is that the indigenous languages have come to have a low esteem and worth, even in the eyes of their own speakers.

In the education offered prior to independence, local languages were allowed to exist, some educational materials were produced in them, and studies in African languages were available at the former Academy. But the co-existence of Afrikaans as the primary language of instruction and the prestigious language of the country led to a lack of status associated with any other language. The language policy since 1980 was that every ethnic group who had a representative authority could implement their mother tongue as medium of instruction in the lower primary phase. This resulted in some use of local languages as the medium of instruction in the early primary school, after which the medium of instruction was, in most

cases, Afrikaans. Differences in languages were often used during the apartheid era to legitimize the divisions created in society and the inequalities of power and privilege associated with those differences.

4: Variation Created by Gender Roles

In most of the traditional cultures of Namibia women had limited rights and power, most public decisions being made by men. The arrival of colonialists and missionaries combined this traditional male dominance with that of European culture, resulting in an even greater loss of power through the emphasis on nuclear family structure and new economic opportunities that alienated women from traditional sources of income. As in all high out-migration societies, women tend to predominate in the rural areas of Namibia; 40 percent of the households in the north of Namibia are currently headed by women. And these women must provide for themselves and their children in a society where they are legally treated as minors, being unable, for example, to buy or sell property without the consent of a husband. The 1991 Land Reform Conference noted the disadvantaged position of women and reinforced the findings of other reports suggesting that women are facing dramatically increased demands on their time and resources. Even where laws have been created to protect women's rights, there is considerable ignorance of the law and its procedures, coupled with an inability to pay for legal services.

Overall, there are more girls than boys in Namibian schools, with 233,502 girls enrolled in grades one through 12 compared with 216,910 boys in 1992. This slight predominance of girls could reflect the overall predominance of women (51.4%) according to preliminary results from the 1991 census rather than any preference for educating girls. Significant regional differences exist, however, in the ratio of boys to girls throughout the country. In the Ondangwa Region for instance, the proportion of girls to boys increases dramatically from grades 5 to 9, after which enrollment figures for girls begin to decline. Rather than demonstrating increased access for girls, however, these statistics might indicate a decrease in enrollments for boys, resulting from increased economic advantages for boy outside school.

When girls do drop out of school, the reason is frequently due to pregnancy. For example, in the Ondangwa region there were 3000 learner pregnancies reported over a 24 month period (1992-93). Prior to independence, the education policy in some authorities was that all girls were permanently expelled from school when they became pregnant, although boys almost never were expelled.

In the rural regions of northern Namibia, where increases in girls' participation in schooling have been most recent, they have coincided with low quality educational conditions, which has meant that the education received by the girls has been inadequate to create the development impacts often associated with increased girls' education. In addition, girls' education has seldom been translated into career options other than domestic work, teaching, nursing, and secretarial positions. There has always been a consistent absence of women in the management structures of business and bureaucracy in Namibia. Although initiatives to support skills and technology education have been introduced, recent surveys of the formal labor force indicate that women lag significantly behind men in labor force activity. In general, women suffer from higher levels of unemployment and underemployment than do

their male counterparts, despite the fact that female labor force participation rises with age. Strictly applied gender divisions of economic activities still exist, with fewer women being employed in decision-making positions. Women experience more limited career ladders and lower salary schedules than men. At the same time, data from the informal work force and more traditional work activities (including both cash crop and subsistence farming), indicate that more men are unemployed than women. This underscores the significant contribution that women make to the economy, and the burden that they bear in household food provision. Women also assume the primary responsibility for domestic and childcare obligations. This so-called "invisible" work is unremunerated and creates a dual obligation for poorer women who are the primary providers for family subsistence.

C: Government of Namibia's Educational Reforms Addressing Inequities Created by Social Variation

Prior to independence, the education system of Namibia was designed to support an apartheid social organization. Eleven separate education administrations and five teacher colleges were defined in terms of the specific ethnic community that each was to serve. Extreme inequity in the quality and amount of resources allocated to the various ethnic-based education authorities resulted in large differences in the distribution of schools, adequately educated teachers, textbooks, and educational materials. This meant that learners in the disadvantaged ethnic groups, often with marginal competence in the language of instruction, were poorly equipped to pass through the tiers of the centrally controlled examination system, making the accepted educational "standards" tantamount to educational discrimination. In addition, the content of the centrally dictated curriculum not only lacked relevance for the majority of Namibian learners, but it also instilled the ideology that economic and social opportunities are determined by race and by sex.

In independent Namibia, education has been made a constitutional right, primary education made free and compulsory, and no schools - government or private - may impose restrictions based on race, color, or creed. The eleven separate education authorities have been integrated into one single, unified system. The Ministry of Education and Culture (MEC) has developed a Cabinet-approved plan for rationalization of the entire administrative structure of the Ministry. In 1990 the existing representative educational authority offices at Ondangwa, Rundu, Khorixas, Katima Mulilo, and Keetmanshoop (see Map I) were expanded and strengthened and an office created for Windhoek region. Under the 1994 rationalization plan, Ondangwa will be divided into two educational regions.

While there are still formidable constraints to making equal opportunities for all Namibian children a reality, the Namibian government has implemented a number of policies aimed at equalizing educational services throughout the country. In his State of the Nation speech in June 1993, the President announced that since independence there had been a 15 percent increase in first grade enrollment, a 10.9 percent increase in primary school enrollment, a 15.3 percent increase in the number of teachers, and a 10 percent increase in the number of schools. In addition, with the establishment of Regional Councils in the thirteen political regions of the country, the MEC will now be able to devolve some powers to the regional, district and school administrations.

As demonstrated by the educational statistics (see section D), most of the underqualified teachers are in the north; this is also where more than 50% of the learners of Namibia are located and where learner achievement and persistence is worst. To address the problem of underqualified teachers which is presume to impact negatively on learner performance, the MEC has taken the following steps: developed a five year in-service education program; begun to train instructors and supervisory personnel; created teacher centers; developed methods to increase language proficiency of teachers; and devised a standardized teacher education program for new teachers (see teacher education annex for more details). In addition, incentives ranging from N$176 (approximately $60) to N$1216 (approximately $400) per month have also been established for teachers who have held positions in remote areas for six or more months. These incentives only apply to teachers with Category C (secondary school plus three years of Teacher Training College) or higher qualifications.

The five ethnic-based teachers' colleges have been restructured into four integrated colleges. The MEC has developed a Basic Education Teacher Training Program, which was implemented in 1993 in all four colleges. In part to facilitate new and more extensive in-service education for teachers by providing a longer school holiday break, a three-term schedule for the school year was introduced in 1993. In response to the number of teachers leaving the field, the MEC has developed a new teaching career structure to create uniform conditions of service for all teachers; this teaching structure is now awaiting acceptance by the Public Service Commission.

The National Institute of Educational Development (NIED) has been established with a focus on curriculum reform and development. The intention is to make education both more relevant and more accessible to the majority of Namibians than was the previous, teacher-centered system, which assumed that many children cannot and will not learn. In addition, the new curriculum will eliminate the ideology of apartheid from its content and make English the major medium of instruction from grade four. Since 1991, the new curriculum for Junior Secondary Schools has been gradually introduced in all government schools. The Senior Secondary curriculum, based on the requirements of the University of Cambridge Examination Syndicate, will be ready for implementation in 1994.

English is now the only official language in Namibia. The new language policy for the education system that was introduced in 1991 requires education through grade three be in either a mother tongue or in English and that English be introduced as the language of instruction from the fourth grade on. This policy will apply to all schools, including private schools, with the exception of those schools established for the express purpose of accommodating children of foreign nationals. English as medium of instruction was introduced in grades four through seven in math in 1993; it will be gradually introduced in science, geography and history over the next three years. Because so few Namibian teachers are proficient in English, the MEC is preparing to address this problem through courses, workshops, volunteer teachers and the media.

The previous policy of separate education administrations has led to the duplication of educational facilities in many Namibian communities. After the abolishment of the former ethnic divisions, the duplication of education facilities remaining on the community level is now being gradually "rationalized" to produce optimum use of physical facilities, better instruction and more equitable distribution of resources. The need to make more efficient use

of educational facilities is being used to encourage racial integration of schools. Due to the variation among communities in the specific issues relating to the rational integration of local schooling facilities, the Ministry has followed a procedure of placing the responsibility for negotiating solutions first and foremost with the communities involved. This has meant that just as the points of contention vary with the local context, so also do the processes and pace followed and the outcomes reached.

The MEC has consistently stressed the importance of community participation in the design and implementation of the reform process. It has attempted to insure the involvement of the community in educational policy formulation and program development by creating a number of councils and committees: the National Advisory Council on Education Policy; the National Advisory Council on Vocational and Technical Education; the National Literacy Committee; the Core Planning Group on Distance Education; and the Regional Advisory Councils on Education and Training. Since independence, all schools have established or are in the process of establishing a School Board, which includes principal, teachers, and members of the community (plus learners on the Secondary level).

In an effort to redress gender inequities, the government has identified the following areas of major concern: agriculture and rural development, education and training, health and housing. Working in conjunction with the Department of Women's Affairs, community-based organizations and donor-funded NGOs have initiated programs to inform women on reproductive health, legal affairs, violence, education and training, and income-generating activities. There has been constitutional support for gender-sensitive policies and for the Convention on the Elimination of Discrimination against Women (CEDAW). An inter-ministerial gender network has been established to support the development of gender-sensitive policies and programs, and government staff undergo gender sensitization programs. In 1990, the Department of Women's Affairs (DWA) was established in the Office of the President. Its role was to advise the government on gender issues nationwide including women's legal status, promotion of women's projects, and the role of women in decision-making. Major objectives of the DWA were: to develop a national network of women to promote gender sensitization and affirmative action, to assist in the integration of gender issues in policy formation, to establish links and liaison mechanisms with both internal and external agencies, and to mobilize women at the community level.

The reformed policies of the new government have altered the previous expulsion of girls who become pregnant, allowing them to return to a new school in the same region. However, given the constraints a new child places upon a woman and the considerable distance between schools in many regions of Namibia, the practicality of actually re-enrolling in another school appears to be limited for any but the most economically well-off female learners. Of more significance to the problem of girls dropping out of school due to pregnancy may be the new policy for age of entry into primary school, which will require that learners not be over ten years old before the first of the year in which they begin school. The Department of Adult and Non-formal Education (DANFE) offers programs in distance and continuous education for grades ten through twelve through which, it is hoped, girls who have left school due to pregnancy will continue their education.

D: Responses of Namibians to Educational Reforms

It has been difficult for the people in most regions to perceive of the restructured MEC as, in practice, very different from the previous pattern because, with the exception of the Windhoek region, the new educational regions correspond to the former ethnic representative authorities. In addition, the physical locations of the new regional offices are still in the old headquarters of the representative authorities.

A similar problem has emerged in the restructuring of the teachers' colleges. Of the previous five ethnic-based teachers' colleges, the white and colored colleges were located in Windhoek and the three black colleges in the northern regions. The restructuring to four colleges has, in actuality, involved the integration of only the one remaining college in Windhoek, as learners from all over the country are attracted to its better facilities. The three colleges in the northern regions have experienced little visible change in terms of either their locations or their ethnic composition, as learners have continued to be drawn primarily from the local regions for each. The Basic Education Teachers Diploma implemented by the MEC in all four colleges was not automatically welcomed by all lecturers of the former white college in Windhoek many of whom did not wish to abandon the diploma awarded by the South African Rand Afrikaans University. The constraints to implementing the new diploma in the other three colleges in the north have been the inadequate infrastructure and the lack of qualified lecturers. For example, the college in Rundu shares facilities, and sometimes teachers, with a secondary school and the Katima Mulilo college is housed in temporary facilities leased from the Council of Churches in Namibia. However, designs for new colleges have been completed and it is anticipated that they should be complete in 1994; equipment for the new colleges will be supplied in part by funds from the African Development Bank. The eagerness for compulsory education to be implemented in some parts of the country was reflected in the 1992 Annual Report of the Ondangwa Region where compulsory schooling was formally requested by the community.

The degree to which the School Boards that have been established in schools function, frequency with which they meet, and the role that they play appears to vary radically. The recent National Learner Assessment Study indicated a number of problems in schools that communities could become involved in monitoring.

Case studies of the process of rational integration of school facilities in some southern and coastal communities illustrate the underlying socio-cultural and political dynamics which have been set in motion by the educational reform. The recommended solution to inefficient duplication of facilities has been to close the worst performing and least materially endowed schools and to integrate the remaining schools according to a "rationalized" pattern that will best accommodate language differences and distances to school. Due to the former unequal distribution of resources, the previously all white schools in each community generally have the best facilities and the lowest learner:teacher ratios and are, therefore, required by the rationalization process to take in additional black and colored learners or to be closed. In some communities the response of the white school faculty and parents has been to withdraw the white learners and enroll them in predominantly white private schools or South African schools. In other communities, the previously white schools have negotiated with the black and colored communities to use various mechanisms to control the intake of new learners. These include: selection tests, such as school readiness and "placement" tests; entrance

interviews; economic impediments such as high school funds and expensive uniforms; selective recruitment of "intelligent" and upper-middle class colored or black learners; and residential proximity requirements. The rhetoric used to defend the use of these mechanisms is the need to "maintain standards." In some communities, however, the barriers to the rational integration of existing schools have been overcome and new patterns for the use of school facilities, new distributions of the previous teaching staffs, and new school board membership have emerged.

The MEC has encouraged greater integration of hostels by standardized hostel fees, which may be reduced if it is determined that a parent is unable to pay them. Nevertheless, the integration of hostels for the former white schools has generally not occurred unless significant "white flight" has taken place. When non-white learners apply for a place in the former white school they are frequently denied enrollment if they also wish to have a place in the hostel.

Historically segregated residential areas combined with the limited distance younger children can be expected to walk have often resulted in little change since independence in the ethnic composition of most primary schools. One of the problems mentioned by regional directors in their annual reports is the vast distances between schools and between regional headquarters and schools. The MEC has begun to address this problem and has established sub-offices in the Khorixas region. This problem is intensified by poor roads in many areas, especially during the rainy season. Public transport is only available in Windhoek. Ethnic differences have in some instances influenced how easily the new structure of the education system can be implemented. For example, the two major ethnic groups in the Katima Mulilo region have a long history of differences, which have been augmented by allegiances to different political parties. Their cultural attitudes about education have been in conflict when asked to accept the same regional policies. One group will not accept teachers from the other in their schools. The government has taken an active role in attempting to resolve these differences: a commission has been sent by the President to examine the basis for the conflict and the Ministry of Local Government and Housing recently held a conference designed to bring these two groups together.

Because English is not yet a lingua franca in Namibia, the language reforms are difficult to implement due to the limited number of Namibian English-speakers. The use of a mother tongue in lower primary school can limit the placement of teachers and is used to resist transfers. While there is general agreement that, during a child's first years at school, he/she benefits from being taught in his/her mother tongue, this is not possible unless the child's language has been encoded and unless the basic vocabulary for school use is available in dictionary format. Dictionaries, grammar books, and textbooks designed for the needs of the lower primary child are not available in many of the languages of Namibia, making the government policy on mother tongue use in the early grades difficult to achieve.

Although girls' access and persistence remain high throughout primary school, the basis established there for later life may be problematical. Interviews with female learners have found that traditional female career choices, such as teaching, nursing, and secretarial work, are almost always seen as the only career options. This is in sharp contrast to male learners, who expect more advanced training than girls and anticipate careers in fields such as engineering and business or government administration. In addition, female learners tend to

select subjects of study that are perceived as appropriate for females, which prevents them from entering into fields such as science and mathematics. Education can play a role in altering these expectations and aspirations if the educational curriculum is unbiased in it portrayal of women's roles in society and school practices do not reinforce a subservient status for women.

The new Department of Women's Affairs is headed by an under-secretary and staffed by a director, two deputies and four control officers - all women. Of the National Assembly's 72 members, six are women. This represents 8.3 percent of the membership, which compares favorably with the 5.3 percent of women in the U.S. Congress in 1990. However, apart from these high profile women, actual changes in the representation of women have been slight. In the MEC, for example, out of over 45 top management positions, only one is filled by a woman. The MEC has begun to address gender issues through a series of training sessions of varying duration for most of its staff.

D: Current Experience of Teachers and Learners

Today, almost a quarter of the 1.5 million Namibians spend their days at primary school. However, despite concerted efforts made since Independence, there continues to be a wide variation (both within and between regions) in the 1207 schools offering primary education in 1992[34]: in the professional and academic qualifications of the 11,098 primary teachers; and in the enrollment, repetition, promotion and drop out rates of learners.

1: Teachers[35]

With respect to teachers, 63.4% of all primary level teachers in Namibia are professionally qualified however, only 49% have grade 12 or higher academic qualifications. The proportion of both professionally and academically qualified primary teachers varies substantially between and within regions and is attributed to the legacy of apartheid. It has also been identified by the MEC as being a major constraint to improving the quality of education. The lowest levels of profession qualifications are in Rundu (53% unqualified), Ondangwa (42.3% unqualified) and Khorixas (42.6% unqualified - see table G.2). Similarly over 73% of the teachers in Rundu and 60% in Ondangwa have not completed grade 12 (EMIS 1993).

Despite the legacy of apartheid and the socio-cultural obstacles faced by women in Namibia, female teachers tend to have better academic and professional qualifications than their male

[34] In total there are 9302 permanent structure classrooms; 1485 prefabricated building structure classrooms, 2676 mud and stick or corrugated iron building structures, and some 270 classes taught under trees. MEC is working to create more better learning conditions through the rural school physical facilities improvement scheme, the classroom construction project and the Swedish funded Tulipamwe project, the EU funded micro project and a larger EU program of school building development (State of Education 1993).

[35] Statistics are taken from EMIS bulletin Volume 1 number 2, November 1993.

counterparts. In addition over 64% of all primary school teachers are women[36]. Again there are significant variations between regions with respect to gender ranging from women making up 73% of the teaching force in Ondangwa to only 43% in Rundu (see table G.2).

Little information is available regarding the reasons for gender disparities within the teaching force; who becomes teachers, why and what constraints they face; or what is required to motivate teachers to implement education reform especially the new curriculum and learner centered pedagogical methods in historically disadvantaged schools. MEC has identified the lack of career structure in the profession, lack of status, difficulties in teaching in remote areas and inadequate financial renumeration as being critical issues. Consequently in the last two years there has been a substantial increase in teachers salaries, especially at the lower end of the salary scale which can explain the sharp increase in the recurrent budget. Educations share of the overall government budget went from 16% in 86/87 to 24% in 93/94 while the recurrent share went up to 27%. In addition MEC has offered financial incentives [from N$176 (approximately $60) to N$1216 (approximately $400) per month] for teachers with category C[37] status willing to take positions in remote historically disadvantaged areas for six or more months. To date there has been little interest in relocation. Finally the Ministry's proposal to create a new career structure for the teaching profession has been handed to the Prime Minister's Office and the Public Service Commission. The goal is to improve teachers' competencies and qualifications as well as their status.

While highly qualified teachers may not wish to work in remote areas, anecdotal evidence from a study undertaken by Makindawire suggests that most teachers have good attitudes towards their work. 29% of teachers surveyed by Makindawire in fact had very positive attitudes towards their work and 24% taught with above average effectiveness, while only 14% had negative attitudes towards teaching and only 22% taught with below average effectiveness (Mkandawire 1993).

Prior to the arrival of the institutional contractor and the bulk of PCVs, project staff especially the advance Peace Corps team will conduct in depth studies in focus areas of the target school initiative. These studies will contribute towards a better understand the behavioral motivations of teachers and specific constraints to improving lower primary teachers and will be used to inform project initiatives directed towards improving the skills of teachers and achievement of learners.

2: Learners[38]

With respect to learners, over half of all primary learners are in Ondangwa (53.4%) the most densely populated region of the nation, about 19.1% are in Windhoek, 10.7% in Rundu and 5% in each of the other regions (state of education 1993). These learners speak over thirty one languages and nine major language groups have been adopted by MEC for lower primary

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[36] Unfortunately there are no statistics on women's careers as teachers or the numbers of women in senior teaching and administrative positions. Anecdotal evidence however suggests that there is a need for affirmative action in these areas.

[37] Category C teachers have grade 12 plus three years of Teacher Training College or higher qualifications.

[38] Statistics are taken from EMIS bulletin Volume 1 number 2, November 1993.

instruction. However the vast majority of learners speak Oshindonga (38%), Oshikwanyama (21%) and Khoekhoegowab (11%) as their home languages (see table G.1).

Table G.1: Learners by Home Language Group (1992 15th day total school population grades 1-12)

Language	# learners	% of learners[39]
English	2343	0.6
Afrikaaans	32336	7.6
German	2403	0.6
Khoekhoegowab	45528	10.8
Oshikwanyama	90066	21.3
Oshindonga	155368	36.7
Otjiherero	31582	7.5
Rugciriku	7036	1.7
Rukwangali	23755	5.6
Setwana	1598	0.4
Silozi	25720	6.1
Thimbukushu	5716	1.3

Source: MEC unpublished data based on school reports

In terms of access, currently 83% of Namibian children aged 6-12 are enrolled in school. Net enrollment ratios are highest in Katima Mulilo (97.8%), Ondangwa (86.6%) and Keetmanshoop (83.8%) and lowest Khorixas (70.4%), Rundu (78.2%) and Windhoek (77.9%). In terms of gender, at a national level boys and girls enter primary school in roughly equal proportions though there are more girls than boys in school in grades 4 -11[40]. In total, net enrollment ratios are 81% for boys and 85.1% for girls. However, there are significant regional variations in their educational careers with boys tending to drop our more than girls in Ondangwa and girls dropping out to a greater extent than boys in Rundu (EMIS v1 no 1 1993)[41]. Statistics for age appropriate enrollment are less impressive. 31.8% of six year olds were not at school in 1992 (ranging from 10.9% of girls in Ondangwa to 59.8% of boys in Windhoek) and there are high proportions of over-age learners in all classes. 46% of all grade 1 learners were 8 years or older in 1992 while 36% of all primary learners were 13 or older and nearly 9% were 17 or older (see table G.2 and EMIS 1993).

[39] Due to rounding up of fractions the cumulative total is 100.2%

[40] The figure for grade 12 could reflect re-enrollment of boys who had previously left rather than a decline in the enrollment of girls.

[41] Nationally in upper primary more boys than girls drop out and in senior secondary more girls than boys drop out again Rundu is singled out with only 1 in 5 grade 12 learners being female.

Age is important in that it is a significant factor in educational achievement. In Namibia there appears to be an inverse relationship between age and education, the older the individual the less likely they are to have education. In addition, the presence of overage learners reduces quality of education and increases the cost. The highest proportions of overage learners are in Ondangwa and Rundu and more males than females are overage in all regions. This preponderance of overage learners is largely attributed to high repetition rates however anecdotal evidence also suggests that many children do not start school until they are older. Reasons for this include: their being needed at home to herd livestock; schools being too far from their homes; war having disrupted their education; and/or their being refugees from Angola.

Partly due to the presence of overage learners but also as a result of inadequate provision of facilities and inadequate assignment of teachers[42], class sizes are larger in Ondangwa and Rundu than elsewhere. This is particularly so for grade 1 in Ondangwa where there are on average 53.7 learners per class. Teachers are also less qualified in these regions which is presumed to contribute towards to lower pass rates and higher repetition[43] and drop out rates (only 30% of the learners enrolling in Ondangwa and Rundu compete G7 compared to 80% in Katima Mulilo and Windhoek). It is not clear that repetition is in fact related only to achievement. Anecdotal evidence suggests that some learners are kept in grade for more than one year because there is no higher grade at their school, because the teacher has decided to teach the new curriculum over two years rather than one, or because teachers believe learners learn more when they repeat. Other factors which have been identified as contributing to poor learner achievement and persistence though not necessarily towards high repetition rates, include (NISER 1993, MEC issues paper 1994):

- lack of equity and equality in the distribution of educational resources;
- lack of encouragement learners, especially repeaters, get from their homes and communities;
- household relocation in search of work and/or grazing;
- lack of value placed on education and lack of interest in attending classes;
- discrimination in school;
- children not being considered smart enough; and,
- language problems (especially for returnee children and minority language groups).

In total, over 24% of all primary school learners in Namibia are repeaters and drop out rates range between 3-12% depending upon the grade. As a result, only 60% of all learners enrolling in G1 complete G4 and only 40% complete G7.

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[42] Well qualified teachers are reluctant to work in remote rural schools.

[43] There is however no apparent correlation between teachers academic and professional qualifications and repetition rates. This could either be due to the fact that other factors are more critical causes of repetition or because there has been no effort made to access whether supposed qualified teachers are in fact equipped with the necessary skills to teach in the actual school environments they face. The target component of the project will directly tackle the latter issue through tailor made pedagogical seminars, individual conferences and workshops. MEC meanwhile is conducting research into the former issue.

3: Vulnerable /Educationally Marginalized Children

MEC is currently undertaking a study of educationally marginalized children in Namibia and has commissioned a study of drop out and repetition in the North. In addition, a national learner baseline assessment was implemented in 1992 to develop basic literacy and numeracy levels in grades 4 to 7. The purpose of these studies is to better understand the reasons for non or late enrollment in primary education and subsequent failure to matriculate. The results of these studies will be used as background for the development of teaching and learning materials within the USAID project.

Children identified to date as being the most vulnerable and therefore most likely to receive no or inadequate educations are[44]:

- the San, Ovahimba and Namibian Tswana[45]
- street children
- children of farm workers and children working on farms[46]
- disabled children (1991 census should give information on the size of this population)

Overall, the socio-economic attributes that are associated with educationally marginalized children are the mother's education level and, more significantly, the income of the family.

Education of a learner's mother (not their father) is correlated to learner attainment. Children whose mothers have no education also have no education, learners who are under educated have mothers who have only a primary education, and learners with appropriate education have mothers who have a secondary or higher level of education.

Poverty has however been identified as the most important socio-economic variable associated with educationally marginalized children. Children who have no education come from families with an average monthly income of N$ 605 ($173). Those who are under educated come from households with incomes of N$ 1046/ month ($299) and those with appropriate education for their age come from households with monthly incomes of N$ 1505 ($430). Given historical distortions in the structure of the economy, income was correlated with race at Independence when per capita income was $ 1310 but the wealthiest 5% of the population accounted for 71% of GDP while the poorest 55% accounted for only 3%. On average per

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[44] The following information is taken from Phase 1 of educationally marginalized children's project: baseline desk study, by Debbie LeBeau of NISER for MEC.

[45] The NBC survey cited in phase one of the educationally marginalized children's project indicates that 100% of the children in households surveyed in Bushman, 86% in Tswana and 79% in Kaokoveld have inappropriate education for their age.

[46] Children of farm workers on commercial farms are considered to be the most educationally marginalized and are the reason net enrollment ratios are lower in the more developed southern regions of Namibia.

capita income was $ 16,504 for whites, $750 for modern sector blacks and only $ 85 for subsistence sector blacks.

Other socio-economic factors attributing to educational marginalization include:

- rural/urban location
- female/male/joint centeredness of household
- lack of information

Rural households are more likely than urban households to have children out of school, low educational levels for both the children and adult population, and to spend a higher percentage of their income on education. However female centered households (50% of all households in Namibia) are willing to spend more of their income to keep children in school in both rural and urban areas than male centered households. While joint male/female centered households are more likely to have children with no education or children not attending school.

While the main problems with respect to educationally marginalized children are economic, which can not be addressed within the scope of an educational project, many parents do not know that basic education is now compulsory and free. Nor do they know that children do not have to pay school fund fees if they can not afford them and that school uniforms are not a prerequisite for attendance. In addition it would appear than community/ care giver mobilization on the issue of basic education may remove some of the attitudinal barriers towards learner enrollment and persistence.

It is hoped that informational and attitudinal issues that are already being addressed through the code of educational conduct issued in 1990[47] and will be enhanced through the national Culture of Care campaign initiated by MEC[48]. In addition it is hoped that problems of access will be eased as MEC and donor supported capital projects expand the number of classrooms in deficit areas. The project itself will address learner achievement and persistence though focusing on improving the ability of teachers to teach (through education and the provision of teacher and learner educational materials) in historically disadvantaged and marginalized schools in Namibia.

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[47] The code of educational conduct is meant to be a consultative locally driven rather than directive process through which appropriate school based behaviors are developed and adapted over time.

[48] This campaign is being designed to change the hears and minds and attitudes, starting with studies and broadening throughout society to develop new ethics, codes of conduct and ways of doing things. The mandate of this campaign is to effect change in attitudes, feelings and behavior of Namibians particularly with regard to substance abuse, pregnancies, discipline and school/community problems.

Table G.2 Summary statistics by region and gender for primary education in 1992.

region	# schools offering primary	# learners in primary	% 6 year olds not admitted to G1	Net enrollment ratio of 6-12 year olds	class size (average G1-7)	# teachers	% not professionally qualified	G4/G7 completion rates based on a cohort of 1000
Katima Mulilo	72	17215	m 20.9 f 20.4	m 96.8 f 98.8	32.2	m 329 f 262	m 24.0 f 20.2	4-928 7-794
Keetman shoop	70	18942	m 56.2 f 57.5	m 83.2 f 84.5	24.7	m 324 f 538	m 32.4 f 40.1	4-945 7-623
Khorixas	71	19938	m 56.5 f 54.4	m 68.2 f 72.5	26.9	m 363 f 529	m 46.6 f 39.9	4-753 7-486
Ondangwa	604	196349	m 17.8 f 10.9	m 83.9 f 89.2	44.3	m 1303 f 3449	m 47.4 f 40.3	4-444 7-250
Rundu	251	37085	m 34.7 f 29.8	m 76.8 f 79.6	34.2	m 799 f 405	m 51.3 f 57.0	4-412 7-295
Windhoek	139	60832	m 59.8 f 57.6	m 76.4 f 79.4	28.4	m 837 f 1960	m 24.6 f 19.2	4-964 7-799
NAMIBIA	1107	349261	m 34.0 f 29.5	m 81.0 f 85.1	36.2	m 3955 f 7143	m 40.1 f 34.7	4-596 7-394

Source: MEC EMIS V1 No.2, 1993

Table G.3 Pass, repetition and drop out rates (%) for boys and girls in grades 1, 4 and 7 at the end of 1991.

Region	gender	grade 1			grade 4			grade 7		
		pass rate	repeat	drop-out	pass rate	repeat	drop-out	pass rate	repeat	drop- out
Katima Mulilo	male	75.5	21.8	2.3	78.5	18.9	0.3	82.4	15.6	***
	female	78.0	20.5	5.3	81.8	16.3	1.5	79.2	16.4	5.7
Keetmanshoop	male	78.5	21.6	0.7	85.6	15.4	1.0	83.3	11.4	24.7
	female	81.4	19.3	***	87.6	12.2	2.9	80.0	13.5	21.6
Khorixas	male	74.5	23.7	5.0	80.0	20.4	4.4	80.0	17.0	12.3
	female	79.2	18.3	5.4	81.1	17.0	6.5	78.4	13.7	16.1
Ondangwa	male	49.8	44.5	14.7	59.8	34.8	7.8	71.2	24.5	5.7
	female	53.8	40.5	13.6	65.9	28.9	7.6	71.8	23.8	9.3
Rundu	male	53.2	36.2	19.0	73.5	25.8	6.1	84.0	17.3	***
	female	53.2	35.0	20.9	71.3	26.9	7.8	77.8	26.0	2.8
Windhoek	male	79.1	19.7	***	81.6	16.9	***	83.5	12.9	4.2
	female	83.6	14.6	***	84.2	15.4	***	82.3	13.9	6.0
NAMIBIA	male	56.8	38.5	12.1	69.4	27.6	5.2	77.5	19.0	6.2
	female	60.1	34.8	11.7	72.9	24.0	5.1	75.7	20.0	9.4

Source: MEC EMIS V1 No.2, 1993

E: Impact of Social Context on Project

From the preceeding analysis it is clear that the major social factors which impact upon lower primary education include:

- Poverty of disadvantaged areas contributing to lack of relationship between education and career opportunities and high direct costs of education.
- High opportunity costs resulting from poverty within households and parental need for child labor.
- Limited use of education by women constrainted by the lack of culturally appropriate opportunities.
- High variation in population density, including areas of very low population density which impact on both access and cost-effective delivery of services.
- Migratory ethnic groups whose children are unable to remain in sendentary classes throughout the term and/or school year.
- Rural/urban location and remoteness which impact on access to support services and quality of teaching due in part to teacher resistance to transfer to different ethnic area and/or remote areas.
- Inequitable distribution of educational resources (human, physical stuctures, educational materials and finances).
- Limited English skills (on the part of both teachers and learners).
- Multiple languages spoken and the associated cost implications of promoting mother tongue instruction in grades 1 - 3.
- Poorly developed relationships between schools and communities[49] (resulting from the historically centralized and directive mangement of the educational system harnessed towards supporting apatheid).
- Lack of information about the value of education and/or its costs.
- Teacher, learner and parental motivation.

It is not possible within the scope of this project to tackle all of these issues, especailly those related to poverty, access and population distribution. However, by focusing the target school intervention on the most marginalized schools and adding resources where they are most needed, the project will enhance equity in the provison of lower primary educational services. The target school focus will also enhance the pedagogical skills of teachers in historically disadvantaged schools, which is expected to result in improvements in the quality of the learning experience and in learner achievement, as well as indirectly improving the status of teachers in those schools.

Project inputs to accelerate the design and development of the new curriuclum, teaching and learning materials and a comprehensive continuous assessment system will also have impact on both the quality and relevance of education throughout Namibia. It is hoped that these improvements will increase learner and teacher motivation as well as parental desire to both enroll and keep their children in school. Because support for the development of mother

[49] Not all communities fail to support schools, in many areas, particularly in Ondangwa, communities are constructing classrooms on their own and then contacting the regional officer for support in the form of teachers, instructional materials and basic furniture.

tongue instruction is also essential for improving the quality of education in Grades 1 -3, the project will work to develop materials in Namibian African languages and to translate texts in key subject areas. Finally improvement in the basic competencies of both teachers and learners in English language are necessary for the implementation of educational reform writ large. The project will therefore also improve the abilities of both teachers and learners in the target schools to communicate in English.

While the project is not directly addressing the issue of poor school community relationships, it is hoped that by basing ORPs in communities and encouraging them to consult with key community leaders (both traditional and modern) and by improving the quality of instruction, as well as the relevenace of the new curriculum, these relationships will also improve.

The primary beneficiaries of the project will be learners and teachers from historically disadvantaged groups who attend or work in schools selected for the target school intervention. Other direct beneficiearies will include circuit and regional education professionals benfiting from the activties of CRPs. In additon, all lower primary teachers and learners will benefit from project financed contrihtuioons towards the development of the new curriculum, teaching and learning materials, and translations.

Given the widespread support generated in favor of MEC educational reform and the significant consultations with stakeholders which have taken place in the development of this project amendment, the only constraints on the social feasibility of the project appear to be: 1) the ability of ORPs to integrate into communities and attain working knowledge of the language in their target school cluster; and, 2) the motivation of teachers to particiape in project activities.

Every effort will be made to inentify areas where not only will the presence of ORPs be welcome but will be actively supported. In addition, ORP training will incldue intensive language instruction both pre and during their intital placement. Furthermore, given the enthusiasm amongst teachers consulted during project design it is unlikely that they will in fact be unmotivated to particiapte in the project. However, in order to enhance motivation any teacher education offered will conform with and enhance teacher education schemes designed to increase teacher qualifications. In addition, education activites for teachers will be developed in consultation with them so that no teacher is unable to attend because of family or farm obligations. Finally teacher networks will be established for mutual support and options for enhancing teacher recognition will be explored during the life of the project.

F: Indirect Benefits and Spread Effects

Primary education has been shown to have direct and positive effects on earnings. It gives individuals a wider range of self-employment options and allows them to choose more profitable alternatives. It increases productivity and the chances of the children of the poor escaping poverty. In addition, primary education has been shown to decrease human fertility and to have inter-generational effects on child health, nutrition and education (World Bank Development Reports, 1990,1991).

Education is a cornerstone of economic growth and social development and a principal means of improving the welfare of individuals. Due to the poor quality and inequities in the delivery of primary education services, national efforts to build the human capital base necessary for development will be jeopardized. The project has therefore been designed to improve the quality of life for the majority of Namibians by promoting equal access to quality educational services. The purpose of the project is to increase MEC's capacity to implement the new lower primary curriculum while improving learner outcomes in the most disadvantaged schools. With both a national emphasis on implementation of the new curriculum (including continuous assessment) and the design and development of teacher and learner materials as well as a targeted emphasis on piloting teacher education methods related to enhancing pedagogical and English language skills, piloting the development of locally produced learning and teaching materials and developing support systems for teachers in disadvantaged schools it is anticipated that the project will provide key information for improving the efficiency and effectiveness of the lower primary educational system as a whole. As such, in the long term, the project will contribute towards improvement in the welfare of the majority of Namibians.

TECHNICAL ANALYSIS H:

Major Constraints Within the Education Sector in Namibia

When Namibia became independent from South Africa in 1990, it had many technological and economic advantages not available to most new African states at independence. At the same time Namibia was a country of gross inequities between rich and poor, black and white. The majority population had little access to the advantages and opportunities available to the few.

The effects of social isolation, political disenfranchisement and poverty are still evident from a variety of perspectives. Life expectancy is about 57 years. Only about 30 per cent of the working age population have formal sector jobs, with about 70,000 more Namibians working in South Africa. The population growth rate is 3.0 percent and illiteracy has been estimated at about 60 percent. As previously noted, in 1992, the Demographic and Health Survey estimated that seventy percent of the population over 5 had less primary education than was appropriate for their age, with 20 per cent having no schooling at all.

The education system inherited by independent Namibia was one that was designed to support the apartheid system. Before independence, education administration and financing were separated along ethnic and racial lines. Substantially less money per learner was spent on the education of the majority population than on that of whites. Yet the curriculum, imported from the Republic of South Africa, was centrally controlled and standardized for all learners. It was, furthermore, examination-driven and based on a general premise that only the best few learners should succeed. Standards for passing were kept exceptionally high. Texts and materials were targeted well above the average learner towards the few. It was no wonder that learners who had fewer texts per capita, lower paid and less educated teachers, less qualified school administrators and less access to adequate infrastructure were most likely to fail. It was estimated that in the late 1980s 82 percent of children who enrolled dropped out, failed, left and/or became repeaters during primary school. Not surprisingly, the level of education attained by the vast majority of Namibians was low.

Education remains a top priority for the people and for the GRN. The arguments for expanding and improving basic education, and especially for the reform that is under way, remain compelling. The GRN's reform is intended to make ten years of schooling ultimately available to all Namibians and to ensure that education is effective and affordable in the long run.

While the most ingrained problems of education remain much the same as in 1990, dramatic changes have taken place, and are continuing. The administration has been unified and is undergoing "rationalization," i.e. restructuring and down-sizing, schools are integrating, the curriculum is being revamped, classrooms are being constructed, a new system for teacher education is in place, regional offices are gradually building their capacities along with the MEC, in-service training for teachers is being greatly expanded and improved, and more children are attending school.

While progress is evident, new problems are being encountered. The operational unification of the system has been much more difficult to achieve than anticipated. Technical capacity, regarded highly at the outset by USAID, has been found to be fraught with limitations.

Furthermore, success brings its own problems. In 1993, there are 470,589 learners in 1,348 schools, compared to 372,572 in about 1,200 schools in 1989, i.e. an increase in enrolment of 26 percent in four years. Gross enrollments exceed 100 percent of the appropriate age group in many regions where overage populations are attending school for the first time, or returning to school after long absences, and repetition is high. The change to English as a medium of instruction poses challenges to the largely non-English-speaking teaching force. Some of the grosser inequities have been eliminated; for example, no school can bar entry to a learner on the basis of race. But there remain, for economic, geographic, and socio-political reasons, very marked disparities both between and within regions; the system remains highly inefficient internally, and is likely to remain so until the reformed system is fully implemented; and the fiscal situation facing the GRN and the MEC is worse than expected by USAID in 1991.

In preparation for the original USAID Program/Project design, a sector review was carried out in late 1990. The report, Basic Education in Namibia: Sector Review Report, is dated December 1990. A partial update of that review was undertaken for the July 1993 PAAD and PP Amendment.

This section of the amended Project Paper summarizes the sector, focusing on nine specific inter-connected constraints confronting basic education. As suggested above, some constraints are products of historical and geographical circumstances, factors which the USAID program could obviously not change. The USAID program was, however, intended to address some of the most crucial constraints that flow from them. This section discusses nine of those constraints in greater detail, tracks essential changes in the sector since the time of the sector review and focuses on nine constraint areas which will be of critical importance during the LOP. As is noted in the following discussion, the nine areas are all closely inter-related. It is for this reason that the original and amended NPA Program design involved a systemic approach to addressing critical constraints. The amended project will provide the GRN with support in developing plans and testing alternatives to addressing constraints in some, or all, of these constraint areas.

1. Finance and Sustainability

As the analysis in Attachment F makes clear, the financial and economic constraint on the GRN's reform program is extremely serious. Briefly, the combination of the inherited cost structure of the Namibian education system; the sclerosis in the system arising from social, cultural, political, institutional, and administrative constraints; a politically necessary if economically unwise salary increase for MEC personnel; the necessity to manage two curricula during the change over from old to new; and the rapid increase of enrolment following independence (enrolment increased overall by over 26 percent between 1989 and 1993); has resulted in a rapid escalation in the finance needs for the recurrent costs of the system as it currently is. This increase hit up against a fiscal position of the GRN that required the MEC recurrent budget estimate for 1993/94 to be 5.5 per cent lower than the actual expenditure in 1992/93. As is discussed in Annex F, this proved to be unattainable with an additional allocation of $N63.5 required.

In these circumstances it is extraordinarily difficult for the MEC to allocate adequate resources to the personnel, goods, and services needed to design the reform in detail and implement it, as opposed to running the system as it is. The temptation is to use all resources available to

keep the system going, leaving nothing for the reform investment. At the same time, without a successful reform, the MEC's financial situation will continue to deteriorate. There is no reason to expect this financial constraint to be relaxed until the reform is in place, and through it efficiency is increased and demands for recurrent resources to run the system begin to decline.

The financial constraints to the system are clearly a combination of two factors. First growth of the Namibian economy has been disappointing. During the decade of the 1980s, per capita income decreased by almost 25%, in real terms. The GRN, in collaboration with the World Bank and other donor organizations, is currently in the process of executing a Public Expenditure Review and developing a Five Year Investment Plan. These activities are currently in their early stages and will not be completed until the end of 1994. However, government has laid out some general policy objectives as articulated in the draft Keynote Issues Paper. It is clear, that there is a strong commitment to constraining social spending and to focusing available resources on investments in the productive sector, with the key objective of the Five Year Plan being the creation of formal sector jobs. The plan calls for the establishment of five year targets for capital and recurrent budgets for each ministry and a commitment to constraining expenditure within these limits. It is clear that fewer resources will be available to education than in the past!

The historical trend of educational spending during the past three year has mitigated in the opposite direction. Education's share of the budget is currently approaching 30% and as a share of GNP, education spending in Namibia is excessive by almost any criteria. In 1993/94, almost 10% of GNP was being spent on education. This is more than double the average for comparable countries in the region.

As part of the reform process, the Ministry of Education and Culture has initiated a number of activities across the sector. While all of these are laudable it is becoming increasingly clear that they may not all be sustainable. The issue of financial sustainability of the system in general, and of the variety of new initiatives under consideration, is undoubtedly the principle constraint which will have to be addressed during the coming years.

A Central factor in the high cost of the Education System is the extreme inefficiency inherent in the 11 systems that existed at the time of independence. While improvements in efficiency are central to the governments stated objectives, realization of these efficiency improvements has proved to be far more difficult than was initially anticipated. The original bilateral agreement for USAID support of education reform in Namibia focused upon efficiency improvements as a central objective of the program. At the time the program was designed in 1991, it was anticipated that beginning in the current school year there would be measurable reductions in cycle cost and cycle time and significant improvements in the proportion of grade 1 entrants who completed the primary education cycle. Not only have these efficiency improvements not been realized, but specific plans for effecting such improvements and associated indicators and information systems are still not in place. That is, the government is a long way from being able to plan these improvements, much less implement them. High failure rates and repetition, particularly in lower primary, are a major factor in the extremely high recurrent cost of the existing system. The USAID sector assessment conducted in 1990, identified inequality in the allocation of educational resources

as a principal factor contributing to systematic inefficiency. (These issues are discussed in greater detail below).

Within the education sector there are other activities competing with basic education reform for available resources. The government is considering ambitious plans for the expansion of the national University and re-location of physical facilities to a new campus. In addition, plans for upgrading the Technikon to a Polytechnic are also under consideration. The new Vocational Training Act has been approved by Parliament and it is expected that it will be implemented during the 1994 calendar year. The government's commitment to job creation, as the center piece of the five year investment Plan, combined with concerns regarding the external efficiency of the formal system and the employment school leavers, has created pressure for additional investment in an expanded Vocational Curriculum. Related to this are pressures for the provision of non-formal education alternatives to relieve pressure on the formal system. These competing objectives within the education sector place further pressure on the declining resources that are likely to be available for basic education reform. Outside education, there is a high probability that there will be escalating demands for resources in the health sector to deal with the AIDS crisis. Recent studies suggest that as many as one hundred thousand (100,000) Namibians may currently be HIV positive and that the problem is substantially more critical than has been originally believed.

Within the MEC, there is concern that budgeting and financial planning systems compound existing. In Education, as is the case with virtually all other government ministries, the budgeting process still is based upon historical patterns. The Ministry of Finance is committed to reform of this process and a program of budgeting reform is currently underway with IMF support. The budget process within the Ministry of Education and Culture is in an urgent need of reform. Financial information systems are inadequate and the budgeting process is not at all transparent. There is a need to integrate the finance and personnel systems into a comprehensive Education and Management Information System (EMIS). Budgeting and financial planning weaknesses contribute to the inefficiency and high cost of the education system.

Related to this is a lack of information on the actual costs of the existing system and the likely cost of implementing different aspects of the reform program. The MEC is undertaking an education expenditure review with technical assistance SIDA, ODA, and the DAE. At present, reliable information on unit costs by, level and school, is not available. In addition, the MEC does not have reliable information on the projected costs of various elements of its proposed reform process.

Development of a detailed and fully costed plan for reform was a component of the original NPA bilateral agreement. Various efforts at this were implemented by the Ministry under the title "Blue Print" "Framework" and "Costed Action Plan". None of these efforts has been very successful. To date, the Ministry has not endorsed any of these cost estimates and they were perceived as an externally imposed USAID requirement. During the 1993 academic year the Planning Directorate assisted various units of the Ministry in developing a more detail work plan, using a logical Framework approach. This effort has not yet been completed nor has the costing of the implied inputs been undertaken. As part of the first Five Year National Plan, the MEC will be developing a Five Year National Plan for the education sector. This activity is in its early stages and it is not clear, at this point the level of detail that will be

included. In general there is a lack of information on the cost and running the system, the likely recurrent cost of the system over the next several year, and the cost of the various (and probably competing) elements of the proposed reform.

Problems of finance and sustainability are further completed by the lack of financial planning and analytical capacity within the Ministry. Information systems on budgeting, personnel and operations are not linked. Responsibility for the financial administration and related systems lies within the General Services Directorate. Personnel records and payroll are administered by the Public Service Commission and information on school level operation (derived primarily from annual school surveys) by the Planning Directorate. These information systems are not linked. In addition, little information exists on the availability of instructional materials or school level learning outcomes.

The financial crisis is further completed by the extremely high cost of subsidies for learner boarding. In the current academic year, in excess of 100 million dollars will go for hostel-related expenses. In addition very little information exists on alternative sources of finance to education such as family and community contributions, schools fees etc..

Finally, there has been an inability on the part of MEC to make difficult choices and to establish clear priorities among alternatives. During the first few years of the USAID program, issues of financial sustainability did feature prominently among MEC concerns. A very broad range of educationally worthwhile activities are being designed or initiated, without careful consideration of financial implications or sustainability. A projection of costs and an analysis of financial sustainability was a condition precedence to disbursement of tranche 2 under the USAID program. This exercise was conducted, using external consultants to meet this conditionality; however, this exercise has not been updated or repeated by the MEC.

In summary, a crisis in the financial viability of the education sector may be imminent. There is an urgent need to analyze the cost implications of alternatives, set clear priorities and to improve efficiency.

2. Internal Efficiency

At the end of 1992, 29.7 percent of all learners in primary school, and 38.7 percent of those in grade 1, failed, and therefore either left school or repeated. In junior secondary school, 35.7 percent of learners failed in 1992. The Education Minister estimated in his 1993 budget vote speech to the National Assembly that in 1992 23.1 percent of girls in school, and 24.2 percent of boys in school, were repeating the grade they were in. A further 3.7 percent of learners who were in school at the start of the 1992 calendar year were no longer in school at the end of the year. Comprehensive corresponding data for 1989 or earlier are not available from the sector review, but the failure rates in the Department of National Education (DNE) schools (i.e. schools for non-whites in white areas) in 1988 were 21.2 percent at the equivalent of grade 1, 19.6 percent in lower primary overall, 37 percent at higher primary, and 34.7 percent at junior secondary.

Measured in terms of cycle years (years of education delivered for each graduate) the internal efficiency of basic education in Namibia is very low. At independence, cycle years were

estimated to range from 3.84 to 6.44 at lower primary (grades 1-3); from 4.08 to 6.94 at upper primary (grades 4-7); and from 3.20 to 7.27 at junior secondary (grades 8-10). These rates do not appear to have improved significantly since independence. The MEC now has sufficient data on repetition and drop out to estimate cycle time, by school. Preliminary analyses (unpublished) suggest that the average cycle time for primary education in the Ondangwa region may exceed 20 years!

Moreover, in the initial years of the implementation of the reform, the rates are unlikely to improve much because of the constraints imposed by the available teacher corps and their language skills, as they implement a new curriculum in a new medium of instruction. However, eventually it is the reform that holds out the hope of increases in both the internal and external efficiency of the Namibian basic education system.

The central factor in the high costs of the education system's is the systems extremely poor internal efficiency. The number of learners enrolled in primary education exceeds the age relevancy population by approximately 30%. Failure rates and repetition are extremely high, particularly in lower primary and the in the Ondangwa region. Exams are set at the school level and there are no mechanisms to assess the comparability of the examinations or standards between schools. By extension, there is no objective basis upon which to assess whether learners are repeating a grade because of failure to master essential content or whether the high failure and repetition is an on-going legacy of the pre-independence system which was designed to "encourage failure". The very limited data available from the first year of the National Base Line study (10 percent simple at schools) indicates that there is a very low correlation between measures of learners outcome and pass rates at the school level.

Because the primary level curriculum is undergoing a major transition, there are sound arguments against developing primary school national examinations at this time. The Ministry has very limited capacity in the area of testing and assessment and efforts have been directed at the implementation of the IGCSE and HIGCSE, during the past several years.

Nonetheless the extremely high cost associated with internal efficiency problems suggests that attention to this issue cannot be postponed until the new curriculum is entirely in place. There is an urgent need to develop some objective measures of learner outcomes (at least in selective subjects and grades) as a basis for addressing the internal efficiency problem.

A related factor, which would also require objective and reliable measures of learner outcome, is the lack of empirical "model" of why some learners and some schools are more successful than others. The Minister has recently identified equalization of learner outcomes as a priority. The original BERP bilateral included the development of a "model" of the education system as a conditionality. Although information was collected in a 10% sample of schools in 1992, so far, no analyses are available on how resources could be allocated to improve learner outcomes. There are some significant problems in the sample size and instruments of the first year Baseline Study. The original bilateral agreement also included a component on Fundamental Quality Level (FQL) which is closely related to the efficiency issue. In the July 1993 draft amendment, this concern re-emerged in the form of Basic Quality Standards (BQS).

Namibia's constitution specifies that free and compulsory education will be available until age sixteen. Some groups within the country have interpreted this as meaning license for unlimited reputation. This has been particularly problematic at the grade 10 level. To date, the ministry does not have a clear policy regarding reputation. This lack of policy, combined with the lack of objective examination criteria at most levels, is an important factor related to repetition, internal efficiency and high costs.

Another factor contributing to repetition is the "low opportunity cost" of learners times. It is hypothesized that many learners stay in school because of the poor job market and lack of viable alternatives to schooling. The commitment to universal primary education makes it difficult to deny learners opportunities for repetition in the formal system, in the absence of alternatives. There is therefore pressure to expand the non formal education system and to provide alternatives to over age learners. While this would help to alleviate efficiency problems in the formal education system, it might have significant cost implications.

3. Resource Disparities and Inequality

The social and cultural diversity in Namibia and the lingering cleavages along ethnic and political lines threaten large costs in a democratic country such as Namibia if change is forced too quickly in the views of some groups. In these circumstances, and especially given the GRN's commitment to the policy of reconciliation, it is understandable that the GRN has moved somewhat cautiously in terms of resource reallocation under the reform.

Prior to independence, education was neither compulsory nor freely accessible for the majority population. Only about one percent of black Namibians ever completed secondary school. Studies undertaken by the U.N. Institute for Namibia (UNIN) which followed the 1973 cohort (today's 25 year-olds) indicate that less than one-third of the cohort reached Standard 3 (now grade 5). The proportion of the 1973 cohort that graduated from primary school was estimated at about one percent. In 1992 grade 12 completers were still only 6 percent of the total number of grade 1 entrants.

Data in independent Namibia are not collected, in a way that permits desegregation by ethnic group. However, data are available by region, and they show the continuation of inequity even at that level of aggregation. It should be emphasized that in all cases these disparities are among regional averages; in general, dispersion within regions is much greater than among regions. The result of these constraints and disparities is a system that continues to be plagued by substantial internal inefficiencies and unequal learner outcomes that may well have become worse since independence.

Resource disparities encompass a wide range of constraints, including facilities, materials, teacher numbers and quality. The pre-independence financing of schools was implicitly controlled by the central government. While granting nominal control to the various authorities to manage their resources and schools, it in reality ensured the impoverishment of schools for most of the majority population by calculating and providing educational grants in such a way as to ensure that they were highly inequitable in terms of needs. For example, in 1990 the sector review estimated the annual expenditure per learner in the white administration at R5,105, in sharp contrast with expenditure per learner under the Owambo Administration of R616.

The physical facilities inherited by the education system are inadequate and inappropriate for the reformed system in a number of ways. Two types of local primary schools currently exist in rural areas: the brick classrooms built to government specifications costing N$80,000 for a two classroom unit and the mud-and-thatch locally-constructed classrooms costing N$700-1,000 for a two classroom unit. The former may be an ideal standard and the latter may be an unavoidable short-term compromise; however, some intermediate cost facility is needed to allow for more rapid alleviation of the shortage of classroom space, especially in the north. In urban areas, many schools in formerly black neighbourhoods are prefabs, which are deteriorating. In the north, there are over 2,650 mud-and-thatch or corrugated-iron-shed classrooms; and in Windhoek, Keetmanshoop, and Ondangwa regions there are 1,390 prefabricated classrooms, many of which are dilapidated and need to be replaced urgently. Overall, the Ministry estimated 120,000 learners in inadequate classrooms. Many existing hostels, ablution blocks, and cooking and eating facilities at schools are old and in need of repair and rehabilitation.

The rural population in many areas (both black and white) are highly dispersed. Even lower primary schools are beyond daily walking distance of many learners. In addition, the Cape curriculum, required 10+ different teachers to teach 10-14 separate units even at the primary level. Bringing together 400+ learners in areas where population density was low naturally resulted in vast distances between schools in most regions of the country. Accordingly, many schools have, or need, hostels. The percent of learners who are boarding ranges from 2.2 percent for Caprivians to 98.3 percent for Tswana. Demographics, therefore have contributed to a very expensive (and again unequal) system.

Teacher housing, and availability of urban amenities, is another constraint on teacher reallocation and the supply of qualified teachers to the north and rural areas. GRN is addressing these problems by the proclamation of towns in formerly communal areas, by its general land policy, and by the introduction of Privation Allowances for fully-qualified teachers who take posts outside the main centers.

Beginning in 1992 a Geographic Information System is helping to fill the information gap with respect to distribution of school age population and location of facilities in the MEC. New classrooms are under construction along with upgrading in some areas. Communities are contributing to education by building classrooms and teacher housing. The Ministry has initiated a Rural Classroom Improvement Scheme, to which the European Community is donating N$6 million. In addition, the Swedish International Development Agency is funding the "Tulipamwe Project" for community self-help classroom improvement and the Danish will be involved in a similar program in conjunction with Non-Governmental Organizations (NGO's).

A major factor in the lower internal efficiency of the system is the very pronounced disparity in the allocation of resources, including physical facilities, supplies of instructional materials, and teachers. These disparities are a direct legacy of the 11 separate educational systems which predated independence. Inequalities were further exacerbated the re-entry of large numbers of over age learners in the Ondangwa region following independence. The schools in the former white system were, by comparison relatively "over resourced". The combined impact of the inherited system, population sparsity and density, linguistic, cultural and other

barriers to the movement of learners and teachers, all combined to perpetuate and reinforce these disparities.

It is self evident, that resource disparities are a major contributing factor to the internal inefficiency of the system. It is not uncommon to have an underqualified teacher teaching a class of 80 to 100 learners, who vary substantially in age, while in another school, class sizes may be as low as 6 or 8. In the Ondangwa region, the lack of physical classrooms and other facilities also contributes to the extremely large class sizes. It is hypothesized that there may be scope for very substantial reductions in the recurring costs of the existing system if resources were to be reallocated in a more rational and equitable fashion.

One obstacle to the design and implementation of a system of redressing these disparities is the lack of explicitly standards regarding facilities, class size, learner-teacher ratios, availability of instructional materials, etc.. The original BERP agreement included conditionality related to the design and implementation of a "Fundamental Quality Level" FQL) for establishing standards and allocating resources. Under that design, measurable improvement in access to these FQL schools was to have began during the 1994 school year. The 1993 draft amendment to the program agreement introduced a similar "Basic Quality Standards" (BQS) model. Conditionality and EOPS in the amended draft agreement included targets for increased access to BQS schools. To date, neither the FQL or BQS concepts has been operationalized.

Although equity of access is one of the four principle goals of the basic education reform, the GRN has not collected comprehensive information on differences in facilities, expenditure, etc. for the schools in Namibia. An effort implemented in the late 1992 (to meet a conditionality of the USAID tranche 2 disbursement) provided an initial effort in this direction.

Substantial data exist in the MEC's excellent EMIS system which could be used for this purpose. Unfortunately, because of staff vacancies related to implementation of the rationalised structure, sufficient analytic capacity does not currently exist within the MEC. Available data are under utilized for purposes of policy analysis and projection and the "Corporate Planning" section of the Planning Directorate, presently has no staff. There are long delays in analyzing the data that are available. For example, the 1990 ODA supported National Survey of Schools Facilities has never been analyzed. The recommendation of recent ODA consultancy was that, because these data were now so old, a new facility survey should be conducted and the 1990 data discarded. Data from 1992 base line survey and 1993 follow-up were sent to North America for analysis. There is an urgent need to strengthen analytic capacity within the Ministry and, if the rationalised structure for the planning directorate is not fully staffed to consider assigning some of these responsibilities to other units such as the relatively well-staffed EMIS division.

Despite strong statements of intent, it is becoming clear that the redressing of resources disparities does not represent an immediate priority to the MEC. Aside from the 1992 report mentioned above, the Ministry has not conducted any analysis of existing data to present a coherent picture of existing resource disparities. There are no stated targets or systematic plans for improving allocation and equity. In discussions USAID, this reluctancy is often attributed to the fact that the reformed curriculum is not yet in place. There is reference to

eventually increasing equity, once there is a common curriculum, by allowing learners greater mobility between institutions. Given geographic patterns of disparity, the extremely high cost of boarding facilities, and cultural and ethnic obstacles to mobility the long term impact of a common curriculum in redressing inequalities is questionable. A second explanation relates to concerns about "quality" and "maintaining standards".

To the extend that there have been improvements, in equity it has generally been in the form of "targeting" capital investments for the construction of facilities and teacher housing in previously disadvantaged areas. Given the relatively small share of resources going into the development budget, and the growing size of the recurrent budget, this "targeting" strategy has not kept pace with differential growth in the number of learners. Moreover, there has been no systematic analysis of the extent to which differences in "targeting" facilities have been ameliorated through these efforts.

The issue of resources allocation, particularly the targeting of resources to the Ondangwa Region, is politically sensitive. There have been accusations, in some circles, that an excessive share of development resources are going to this region for political reasons. It would therefore appear to be very much to the advantage of the GRN, to develop national standards and targets for resource allocation and to apply these uniformally to the country. The net impact, would be the reallocation of resources to the Ondangwa region, but this would be done in what would be perceived a much more equitable and even handed manner.

4. Systemic Growth and Increasing Costs

Another major constraint relates to the composition of the Basic Education sub-sector, patterns of learner flows through the system, potential bottle necks, and the projected cost implications of the system as it grows and changes. Enrolment in lower primary has grown dramatically since independence and this represents one of the major accomplishments of the new government in meeting its commitment to increase access to education. It is clear that this expansion in lower primary will translate into rapidly growing demand for places at higher levels of the system. The constitutional provision of compulsory school attendance until age 16, combined with social demand makes such expansion inevitable.

The Ministry of Education and Culture is already beginning to experience bottle necks at key points in the system. These problems are likely to intensify over the coming years as the "enrolment bubble" related to the re-entry of over age learners at independence moves through the system. Without very careful analysis and planning there is a question as to whether the system will be able to accommodate these learner flows. In addition, there is the danger in investing in excess capacity to meet a short-term increase in the demand for places.

Existing data in Namibia and experience elsewhere indicate that there are very substantial differences in unit costs as the level of education increases. The high recurrent cost implications of inefficiency, failure and reputation at lower primary have already been discussed above. It is important to note, however, that as efficiency increases in lower primary and more learners complete the primary cycle, savings through reduced reputation may be offset by the higher number of learners in the relatively more expensive upper primary and junior secondary places. From the prospective of educational services delivered

and systematic efficiency, this is an ambiguous improvement over the current situation. However, it may not necessarily result in a reduction in the total cost of the system. Given the concerns about the financial constraints and sustainability, this issue requires very careful consideration.

Another concern frequently associated with growth at the higher levels of the system is the potential for deterioration of quality. The experience in Zimbabwe is a good example of this. Following independence, Zimbabwe experienced remarkable success in the expansion of their system and the provision of access to learners at the primary level. As this cohort moved through the education system there was a substantial increase in the demand for places at the secondary level. The government was unable to meet this demand with high quality education and has publicly acknowledged the fully 50% of their secondary schools are substandard and are experiencing problems of deteriorating quality. Namibia's recent experience with 1993 year-end 'M' level and 10th grade examinations indicate that a quality deterioration has not occurred, so far. In fact, given the transition to a new curriculum and language of instruction, the generally high success rate of learners is very impressive. The key question is whether this quality can be maintained as the upper levels of the basic education section expand rapidly.

In all probability, as a larger proportion of learners move on to the higher levels of the system, a larger share of the total enrolment will be drawn from less able learners. While this may be desirable in general, it may be necessary to provide some less academically inclined learners alternatives to continuing in the formal system. Given the poor economic situation and limited job prospects, the "opportunity cost" of staying in the formal schooling system is relatively low. As enrolment grows in the higher levels, there will be pressures to provide alternative opportunities to learners who are less academically inclined.

5. Institutional Capacity

With the abolition of the representative administrations following independence the new MEC was organized, and school administration devolved into six geographic regions (one of which, Ondangwa, will in April 1994 be subdivided into two regions). The new Constitution required that all officials and teachers from the previous dispensation remain employed, with tenure, at the same salary, in the new structures. This will continue to be effective until the rationalization scheme for the MEC and its regional offices is implemented during this financial year. That process will permit retrenchment with full pension and benefit rights for those officials not offered posts, or not willing to accept the posts offered, in the new rationalized structures. The relationship between the new central administration and the regional offices is still evolving.

As the analysis in Attachment H shows, the institutional and administrative constraints on the GRN's reform program are very much more severe than USAID realized in 1990, and this was a major constraint directly affecting BERP. While, the capacities available to the MEC were good for running a steady-state system, they were inappropriate and inadequate for, and wholly inexperienced with the activities required to design and implement a thoroughgoing reform. The consequences of consolidating eleven administrative authorities into one MEC, under the constitutional requirement that no official could be displaced, made the initial capacity of the new whole rather less than the sum of its parts might have suggested. The

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requirements of routine administration under the transitional situation of the unification, with two curricula, old and new, both running at once, and occasional difficulties with integration of schools on the ground, diverted energies from reform to fire-fighting and immediate problem-solving. The requirements of the conditionalities of the original BERP agreement, diverted many of the scarce skills necessary for implementing MEC reform activities, to producing reports to meet USAID conditions that were ill-timed to actual phasing of the GRN's reform program. Finally, the much delayed rationalization exercise produced inertia and morale problems within the MEC, reducing its capacity, a problem which cannot be addressed directly until the new structure is in place and fully staffed.

Under current MEC procedures it is not clear on what basis resources are allocated to schools, whether they be teachers, other personnel, or non-personnel inputs. For the MEC to meet reform objectives, it will need to establish strategic planning, financial and personnel systems, and allocation procedures, at both head office and regional offices. Those systems and procedures must be transparent and enable reporting by school; and permit feedback about how changes in resources affect which schools meet BQS and learner outcomes. That feedback must, in turn, lead to further adjustments in allocations and allocation procedures. This reform is essential to the reduction of inequalities and the establishment of a more cost-effective, sustainable, and equitable basic education system.

A combination of financial constraints and other administrative obstacles related to the impending rationalization has resulted in an effective hiring freeze which has limited the ability of all government ministries to fill key posts. This freeze has been in effect for the past two years and, in addition to constraining hiring, also limits the incentive to invest in staff development as the tenure of individuals is not certain.

Within the Ministry of Education and Culture, the rationalized structure represents a notional reduction of approximately one third in established posts. In theory, this represents an annual servings of approximately 30 million dollars. Because of the hiring freeze and other factors, however, only about 50% of the existing established posts are actually filled. Fully staffing the new streamlined rationalized structure at MEC headquarters and Regional offices will require the recruitment of approximately 450 additional members of staff. It is becoming increasingly clear that this is not a viable option. Implementation of the rationalization will therefore involve reassignment of existing staff into new positions. Under the original conceptualization, it was assumed that a significant number of "carried over" civil servants would receive generous inducements to accept early retirement. Financial constraints also make it clear that this option will not be widely available. In all likelihood, whether explicit or implicit, there will need be a significantly revised and scaled down revised rationalization plan for the new structure. While the process of reassigning existing people may occur relatively quickly, the building of capacity and required training to make this new "scaled down", rationalized structure operational may take several years.

The long delays and uncertainty associated with this process have had significant adverse effect on the moral of and productivity of Ministry staff. This is likely to intensify over the next year or two as rationalization is implemented. The scaling down, will also have important implications for the viability of the numerous new initiatives that are under consideration and/or starting to be designed and implemented.

The long-term hiring freeze and lack of civil service staff has resulted in heavy reliance on expatriate technical assistance in a number of line activities. A number of donors have expressed concern about the lack of counter-parts for the technical assistance experts and have also been concerned about the extend to which expatriate advisors are functionally filling line roles in the ministry. As the financial crisis intensifies, there is a danger that they will be increased pressures to use relatively expensive, externally supported technical assistance to "plug holes" in recurrent budget. While the strategy may be helpful in the short-run, it postpones the need to make inevitably difficult decisions and represents a waste of scarce resources.

6. Planning Deficiencies and Lack of Priorities

Limitations in institutional capacity are directly responsible for the MEC's failure to clearly specify priorities which are consistent with existing resource constraints. The delays encountered in the disbursement of Tranche 2, the failure to disperse tranche 3 and, the breakdown in negotiations of the July 1993 amended program, were directly related to issues of planning and resource allocation. The original bilateral agreements called for a comprehensive, detailed and fully costed plan for the implementation of the Basic Education Reform, within the context of available resources. In various incarnations, this was referred to as the "blue print", "frame-work", "action plan". While a detailed and costing plan was prepared to meet conditions precedence to disbursement of tranche 2, the planning costing were hastily done with substantial reliance on expatriate inputs. There was no significant commitment of the Ministry to any version of this plan. During 1993 (partially in preparation for USAID requirements) the Planning Directorate embarked upon an exercise in developing a detailed implementation plan for each Directorate. This was done with assistance from SIDA and ODA experts, it clearly had ownership and support of the MEC. This exercise lost momentum towards the end of the 1993 and has still not been completed. Moreover, the next step of estimating the cost implications of each of these plans has not yet began.

The MEC has felt that such detail planning should not occur until after the Ministry's mid-term investment plan has been completed. Work on that plan had been delayed awaiting completion of the Development Brief and is constrained by the time frame of the NPC-coordinated National Plan. The MEC has prepared a draft education sector issues paper, based upon the NPC key note issues paper. With assistance from SIDA, ODA and the DAE, the Planning Directorate is in the process of preparing the Ministry's Five Year Plan. It is not anticipated that this will be completed until the end of 1994. At present, it is not clear what level of detail this plan will include, or the extent to which it will serve as an instrument for assigning priorities to competing activities.

A major concern of USAID has been the lack of prioritization and, by extension, financial sustainability of the various and competing elements of the overall reform program. There has been insufficient systematic policy analysis to allow the comparison of alternatives, particularly within a cost effectiveness frame-work. Similarly, there has been little research on the impact of different approaches. To a very great extent policy has been driven by inertia and, in some instances, ideology. Very few of the competing ideas have been evaluated on the basis of pilot implementation. There is therefore, very little systematic information about the likely impact of alternatives. This state of affairs derived directly from the lack of institutional capacity described above. Responsibility for research lies partially

in NIED and partially in the Planning Directorate. At present, neither unit has significant research capability. There is a heavy reliance on limited expatriate technical assistance, through combination of the Ministry's Florida State University contract and a sub contract to Harvard University.

As noted above, systematic information on the costs of alternatives is also lacking. A very rough effort at costing the proposed reform was conducted in December 1992. The full cost of implementing the reform program (as specified in the "frame-work") was estimated at approximately 286 million Namibian dollars. These estimates were dismissed by some MEC staff as being excessively high. However, this conclusion was not based upon review of the assumptions or unit costs; it merely reflected disbelief regarding the bottom line. There has been no subsequent follow-up to attempts to estimate the cost implementation of reform program. The mid-term Investment Plan will include estimates of capital costs, but it is not clear the extent to which it will cost out the broader concept of "development cost" associated with reform. In the absence of information on the likely impact of policy alternatives and the cost of alternatives, systematic assignment of priorities will be difficult.

In light of escalating costs and decreasing financial resources, it is becoming clear that the MEC will not be able to implement all of the reform initiatives currently under consideration. In addition to the danger of wasting resources on the design and preparation for interventions which cannot be completed, there is even greater danger that the Ministry may commit to on-going recurrent costs which are not sustainable. Without prioritization, external assistance may actually be detrimental to the reform effort in the long-run. Clearly, only the Ministry of Education and Culture can make the final decisions regarding assignment of priorities for the reform. The need for such priorities is becoming increasingly urgent.

In large part, the MEC is caught in a dilemma over which it does not have full control. Completion of the MEC plan has been held up awaiting completion of the Public Expenditure Review. Until the MEC has projected guideline budgetary guidelines, finalizing priorities does not make sense. However, the MEC plan must contribute to, and is constrained by, the time frame of the National Plan. The MEC has expressed interest in hosting an international donors conference to launch the education plan, but it is not clear that this will be supported by the NPC.

7. Limited Skills of Teachers and School-Level Administrators

An additional major problem is the lack of trained teachers. The sector review showed 38 percent of teachers in 1989 with Standard 10 or higher (i.e. who had graduated from high school); the range across administrations was from 98.9 per cent in the white administration to 14.7 per cent in the Herero administration. In January 1993, the percentage of teachers who had completed grade 12 (i.e. graduated from high school) had increased to 57.5 per cent. In 1993, the percentage of teachers with professional qualifications range from 44 percent at lower primary level in Rundu to 85.8 per cent at upper primary in Windhoek. Learner to teacher ratios average from 13.3 for whites to 37.9 for Ovambos and, in some schools in the north in 1989 ran as high as 60:1 or more.

A second important constraint is language. At least 31 distinct languages, belonging mostly to 9 major language groups, can be identified in Namibia. Under the former regime,

Afrikaans was the language of education beyond lower primary. The GRN has adopted the policy that English will be the only official language, and the only language of instruction beyond lower primary. In lower primary (grades 1 to 3) the mother tongue may be used, at the discretion of local communities. Language is a constraint because the vast majority of adult Namibians, including the majority of current teachers, do not speak English well or even at all. Hence, in order to implement the reform, there must be widespread improvement of teachers' English skills, as well as the production of instructional materials in English and, for lower primary grades, in several vernaculars.

Aside from the needs for upgrading teachers needs, there is clear need for additional in-service training for Head teachers Principals and Administrators. Since independence there has been a chronic and increased problem with indiscipline, vandalism, and assault. Many schools do not start at the beginning of the year and may be without teachers for several weeks, apparently due to problems that are administration. There is also evidence that in some schools supervision is so weak that both headmasters and teachers are frequently absent from class. There are also indications that the storage and distribution of learning materials has, in some instances, lead to inefficiency and waste. There is a clear need for training of subject advisors, inspectors and school principals as an integral part of implementing the basic education reform.

In addition to training needs related to lack of qualification and English language skills, there will be requirement for a massive effort of training related implementation of the new curriculum. Based on experienced so far, it is projected that during the next six years over 30 million Namibian dollars of training related to curriculum implementation will be necessary. This estimate is based on the assumption that all school level training provided through the CASCADE model will be possible without any additional remuneration to facilitators.

Very substantial resources have been committed to the upgrading two Teacher Training Colleges and the strengthening of the pre-service program delivering the new BETD. In addition, a proposal has been put forward for the development of a modularized in-service BETD program which will be available to teachers currently in service. A pilot project to test this model has is planned for the 1994 academic year and will be funded by UNDP. USAID has received a preliminary proposal related to this program requesting support of approximately 30 million Namibian dollars over the following three year period. As has been mentioned above, an additional 30 million dollars may be required for implementation of a new curriculum, as well as substantial investments in up-grading English language skills and the skills of school level administrators. So far, there is relatively little systematic research demonstrating the impact of these training programs on improving learner outcomes. Without question, very substantial investments in in-service up-grading and teacher training programs will be required. The key question, however, is whether these alternatives will be effective and, if there are not sufficient resources to implement all of them, where priority should be assigned.

Aside from the costs of design and delivery of in-service and or pre-service programs, the upgrading of formal qualifications will have immense implications for the salary bill. While this has not been carefully analyzed, an initial exercise conducted by the PIU suggest that even a partial implementation of the up-grading program will imply an annual increase of 23

million dollars in the instructional salary bill. The Ministry of Education and Culture has also tabled proposals regarding a new teacher career structure and related salary structure. The cost of up-grading and/or a new career structure must be carefully analyzed in the light of competing demands for resources. Analysis of teacher compensation patterns in neighbouring countries (see Attachment F) suggest that, in real terms, teacher compensation in Namibia is likely to decline rather than increase in coming years.

Because of the projected high cost of in-service and pre-service training schemes it is essential that these be carefully planned and implemented in the most cost effective manner. At present, it is not clear that there is a single-unified coherent plan for teacher training in Namibia. A number of Regional and Sub-regional Teacher Resource Centers (TRCs) have been opened and equipped and staffed to varying degrees, mostly through ad hoc contributions by donor organizations. While posts exists on paper for TRC managers under the new rationalization plan, there is some question as to whether there will be resources to fill these posts. The rationalized staffing plan does not provide for comprehensive staffing. There are also questions about the function and roles and responsibility for management and staffing of the various TRCs. In addition, there is some question as to the adequacy of the proposed network and whether all teachers will have access to a satellite TRC for implementation of the new curriculum under the CASCADE model. Approximately a dozen donor and volunteer organizations are involved in the TRCs in one way or another. At present, it is not clear that there will be continuity in the staffing of these centers. Nor is it clear what the role of Subject Advisors and Circuit Inspectors will be regarding training programs.

8. Obstacles to Implementing the New Curriculum

The education system under the pre-independence dispensation played a major role in ensuring political dependence. The curriculum taught the majority that their lot in life was determined by gender and race. The examination system, based on the premise that the very few should succeed, labelled the majority of black children as "failures" early in life. This resulted in human and social wastage on a large scale. The majority had extremely limited opportunities to realize their full potential. Personnel with technical and professional skills, who were also members of the majority ethnic groups and resident in Namibia at independence, were almost as scarce as at independence in the least educationally-developed African nations that achieved independence in the early 1960s.

The design and implementation of a reform curriculum is clearly the central piece of the basic education reform. It is now obvious that this element was the only component of the BERP bilateral agreement to which there was unambiguous Ministry commitment. Despite the very high priority assigned to curriculum reform, these remain important weaknesses in the country's capacity to design and implement this aspect of the reform program. The National Institute for Education Development (NIED) is charged with the design and implementation of curriculum reform as well as related teacher training and research activities. Due to factors discussed above, NIED remains woefully understaffed. A new facility has been constructed at Okahandja and NIED staff are expected to move from headquarters to Okahandja some time in 1994. It is still unclear as to how many currently appointed NIED staff will be willing to relocate from Windhoek. More importantly, it is still not known what new staff will be reappointed to NIED under the rationalized structure and whether they will be willing to move, as well. The transition to the new quarters is likely to be disruptive, at least in the

short-run. Because of these staffing weaknesses, the MEC is still extremely dependent upon technical assistance from expensive expatriate staff for curriculum design and the development of instructional materials. These expatriates are being used to fill line positions within NIED. Finally, as was discussed above, research capacity within NIED is virtually non existence.

For these reasons, the GRN has very limited capacity for the development of new curriculum and syllabuses, for their production and distribution, and for the training of teachers and their use. Moreover, there may be important trade offs between the cost of in-house production of instructional materials and down stream servings through ownership of copyrights.

While the MEC is clearly and an ambiguously committed to the curriculum reform, there are still no carefully developed and comprehensive estimates of the cost of designing and implementing the new curriculum. NIED has developed a detailed implementation schedule for the next five years; it is not clear, however, that it is realistic or implementable. This will depend, in part, on the availability of resources.

Given the financial constraints discussed above, it is a danger that escalating salary costs, combined with hostel costs and other recurrent expenses, may significantly delay either the timing or quality of curriculum implementation. Given the central role that curriculum reform has assigned in the reform strategy this represents a particularly critical constraint. This is particularly troublesome, since addressing efficiency issues related to failure reputation and resource disparities has been put aside by the MEC while concentrating on curriculum reform. It is the high cost of these inefficiencies which may, in-turn, slow down the implementation of the curriculum reform.

9. Exams and Assessment

The first standardized examination in the education system is the Certificate of Primary Education CPE), administered at the end of Grade 7. Throughout the primary education, examinations are set at the school level, and as has been noted above, may be poorly correlated with learners' mastery of subject. Perpetuating patterns of the pre-independence era, there is extremely high failure and reputation rate, especially in the Northern regions. Without some objective measures by which to assess learner outcomes and to make comparisons between schools, it is almost impossible to assess progress and evaluate alternatives in terms of their efficiency applications. Moreover, there is reason to believe that much of the repetition related inefficiency in the current system may be unnecessary.

Capacity within the MEC in the design of examination and assessment systems is limited. During the past several years primary emphasis has been placed on the transition from the Cape curriculum 'M' level examination to the new IGCSE and HIGCSE. With assistance from ODA, Namibian educators have received training in the setting of examinations exams, administration, and scoring examination scripts. Accomplishments in this area have been impressive.

Because of the changing curriculum it all levels below grade 8, two parallel education systems are currently in progress. There is little incentive to design examination instruments tied to the curriculum which is being phased out. On the other hand, without objectively verifiable criteria, it is impossible to assess progress or to evaluate alternatives. Aside from the short-

term issues of internal efficiency, it is extremely important that some mechanisms be established to assess the impact of the new curriculum. In some ways, by focusing most energies on curriculum reform at the expense of other reforms, Namibia is depending on the efficacy of the new curriculum as a matter of blind faith. It is essential that assumptions above the efficacy the new curriculum be tested on an on-going basis and corrections be implemented, as required.

Because of the role of examination in the former regime in limiting access of majority Namibians to higher levels of education, the post independence government is strongly committed to principles of continuous assessment as an alternative to exams. This approach is also consistent with the ideology of a learner-centered education system. At present, skills in the design and implementation of such a system are in very short supply. Moreover, continuous assessment is more dependent upon the training and skills of classroom teachers than more traditional assessment techniques. Ironically, because there are no standardized assessment instruments and a lack of a centralized policy on criteria for promotion the system appears to be perpetuating patterns that existed during the pre independence era.

TECHNICAL ANALYSIS I:

Results of the March 11, 1994 MEC/USAID survey on basic education issues[50]

Questions asked	National response as % of answers	Ondangwa response as % of answers
Should lower primary be a priority?		
Percent responding "yes"	80	78
What is the most important requirement for primary education?		
Teacher Training	71	72
Educational materials	12	20
Curriculum development	10	8
Physical facilities	6	
What will improve lower primary education?		
qualified teachers	69	85
teaching materials	64	81
class size	60	63
learner attendance	50	33
community involvement	43	70
English proficiency	34	26
What are the greatest teacher shortcomings?		
English proficiency	77	92
methodology	69	88
class management	51	56
subject knowledge	51	52
Do overage learners detract from instruction?		
Percent responding "yes"	70	63

[50] The results have been recorded nationally and for Ondangwa given that the vast majority of primary school learners are situated in this region.

Questions asked	National response as % of answers	Ondangwa response as % of answers
Can Peace Corp provide training?		
yes	51	52
unsure	24	24
no	25	24
Would communication be a problem?		
yes	33	24
unsure	26	28
no	41	48
Can accommodation be provided?		
yes	26	40
unsure	18	23
no	56	37
Does curriculum need changing?		
Percent responding "yes"	56	81
What are key curriculum shortcomings?		
Lack of school readiness	65	65
Requires better teachers	49	70
Not learner-centered	39	50
not exciting	34	39
What teaching and learning materials are most important for lower primary?		
Percent selecting teacher guides	93	78
Do teachers know how to evaluate learners?		
Percent responding "yes"	33	33
Do learners benefit from repetition?		
Percent responding "yes"	51	33

Questions asked	National response as % of answers	Ondangwa response as % of answers
Would decentralization of planning authority improve lower primary education?		
Percent responding "yes"	75	67
Would subject advisors improve primary education?		
Percent responding "yes"	88	81
What is important for school management?		
good principal	81	71
discipline	70	74
supporting teachers	58	36
community relations	50	77
What are communities concerned about?		
learner absenteeism	30	44
teacher absenteeism	47	41
failure & repetition	53	56
Are community awareness programs necessary?		
Percent responding "yes"	89	93
Should resource allocation be changed?	inter regional 66	67
	intra regional 58	59
	inter phase 54	52
Percent responding "yes"		

TECHNICAL ANALYSIS J:

THE NAMIBIA EDUCATION SYSTEM: RESOURCE ALLOCATION AND PERFORMANCE

The Namibia education system is unusual for Africa. It is relatively small and well endowed. However, behind general performance characteristics, there lies a great deal of variation in the system. Both resource allocations and system performance varies significantly across regions.

In general, the sparsely populated southern and central portions of the country receive more education spending than does the more densely populated north. Perhaps as a consequence, the southern and central areas seem to have better success at educating learners. The following sections discuss both resource allocation and performance of the system.

EDUCATION INPUTS

Table J-1 provides some general statistics on the size of the education system. Ondangwa, with well over half of all learners enrolled, has the largest class sizes, followed by the other two northern regions. Ondangwa's average class size of 44 is more than 50% larger than class sizes in any of the three southern regions. The relative allocations of teachers to these districts closely parallels the variation in class sizes.

Table J-1
Education System Size

Region	No. of Schools	Enrollment	Average School Size	Average Class Size (1-7)
Katima Mulilo	94	27,375	291	32
Keetmanshoop	85	23,510	277	25
Khorixas	83	27,656	333	27
Ondangwa	649	250,159	385	44
Rundu	275	48,793	177	34
Windhoek	183	86,374	472	28
TOTAL	1,451	463,867	320	36

Spending patterns across regions are even more skewed than the pattern of teachers and classes. Table J- 2 provides a breakdown of the amount of education budget for primary and secondary education that can be allocated across regions. Whereas Ondangwa classes are about 57% larger than those in the Windhoek region, the capital area receives about 180% more funding per learner than does Ondangwa.

Table J-2
Per Learner Spending, 1993

	Per Learner Spending, 1993		
Region	Primary	Secondary	Total
Katima Mulilo	948	1,633	1,186
Keetmanshoop	1,362	4,520	2,077
Khorixas	1,558	2,914	1,908
Ondangwa	627	1,260	744
Rundu	717	2,359	922
Windhoek	1,773	3,043	2,113
TOTAL	939	2,089	1,181

Note: Includes expenses attributable only to direct provision of primary and secondary school, or about N$548 million. Total education budget was about 40% higher.

One possible explanation for the variance in spending is the large number of repeaters in many of the regions. However, Table J-3 shows that even when dividing the primary budget by the number of 6 to 12 years olds in a region, the differences persist.

Table J-3
Primary Schools Per Learner Spending (divided by only 6 to 12)

Primary Spending: same budget, no repeats, all 6-12 year olds				
Region	PSS[51]	PSS excl. repeaters	% of Average PSS	% of Average excl. repeaters
Katima Mulilo	948	1,238	101	100
Keetmanshoop	1,362	1,574	145	128
Khorixas	1,558	1,645	166	133
Ondangwa	627	939	67	76
Rundu	717	882	76	72
Windhoek	1,773	1,879	189	152
TOTAL	939	1,233	100	100

[51] **PSS: Per Learner Spending**

EDUCATION SYSTEM PERFORMANCE

As might be expected from the distribution of funding and school inputs, school performance varies widely across regions.

Ministry of Education statistics show a large variation in pass rates across regions, with Ondangwa and Rundu having the lowest rates. Not only do these regions have a low average pass rate, however, they also have a larger variation in pass rates across schools in the region. Figure 1 provides an illustration of the distribution of pass rates across regions. the data comes from the Ministry of Education statistics for the first three grades of the all primary schools in the country. In this diagram, the top and bottom of each box shows the 75th and 25th percentiles of the data, with the line in the middle showing the median value. The lines extend over a region defined as 150% of the values of the boxes. Observations more extreme that these are plotted as individual values.

Not only do Ondangwa and Rundu have lower mean and median pass rates, but they also have long "tails" of poorly performing schools. These schools contribute significantly to the overall poor performance in these regions. In addition, the other northern district, Katima Mulilo, has approximately the same median performance at the southern regions, but also has a larger group of poorly performing schools.

A second measure of school performance might be considered the ability of a region to move learners from primary schooling to secondary schooling. Table J-4 provides a rough indicator of the ability of regions to move learners to higher education by showing the ratio of secondary learners in the region to primary learners. Such a measure is a combination of the available facilities in the region and the success in completing primary schooling.

The table again shows a marked difference between Ondangwa and Rundu and the rest of the country. At 14% and 23%, these two regions have very little movement from primary to secondary. Surprisingly, Katima Mulilo has the highest ratio at 53%.

Table J-4
Ratios of Secondary to Primary Learners

	Primary Schools	Secondary Schools	
Region	Enrollment	Enrollment	Ratio
Katima Mulilo	17,870	9,505	0.53
Keetmanshoop	18,188	5,322	0.29
Khorixas	20,506	7,150	0.35
Ondangwa	204,048	46,111	0.23
Rundu	42,704	6,089	0.14
Windhoek	63,246	23,128	0.37
TOTAL	366,562	97,305	0.27

ANALYSIS OF SCHOOL PERFORMANCE

Much of the schools performance variation can be explained by an analysis of the inputs into the schools system. The Ministry of Education has compiled an extensive database of school level statistics, including measures of personnel, physical facilities, learner background, performances, and other variables. From this information, a dataset for information from the first three grades of all primary schools in Namibia was compiled.

One major problem with analysis of this data, however, is the difficulty in making comparison across school. The main difficulty is that each school has a different number of repeating learners affecting the performance scores. As a result, there will be a problem of "sample selection bias." For example, if one wanted to examine the performance of the cohort of seven years olds in a particular community and compare their performance to that of seven years olds in another community, it would be difficult to do so because each community's second grade would have a different number of non-seven year olds. The extent of this problem is shown in table J-5.

Table J-5
Regional Incidents of Learners repeating Primary School Grades

Primary Enrollment Rates, 1992, for 6-12 year olds			
Region	Gross	Net	% not 6-12
Katima Mulilo	130.5	97.8	25.1
Keetmanshoop	115.5	83.8	27.4
Khorixas	105.6	70.4	33.3
Ondangwa	149.7	86.6	42.2
Rundu	123	78.2	36.4
Windhoek	106	77.9	26.5
TOTAL	133.3	83	36.8

For this analysis, the average pass rate in the school was used to measure performance. This measure was then regressed against a number of possible variables that might affect it.

Results for the country as a whole are shown in Table J-6. The beta coefficience are normalized to show the relative performance of each explanatory variable. Among the most important variables are: average class size, and the teachers experience and professional qualifications.

The coefficient on class size indicates that increasing class size by about 9 learners will reduce pass rates by about one percent. On the other hand, raising teachers professional qualification by another one year of training will raise pass rates by about 1.2 percent.

One counterintuitive result is that years of teaching experience is negatively correlated with pass rates. A possible, commonly expressed explanation for this result is that older teachers in Namibia have been taught by the system to produce high failure rates. To the extent that this is true, this analysis will be suspect, since the pass rate variable will not be an objective measure of performance.

Table J-6
Regression of Average Pass Rate on Selected Characteristics

Variable	Coefficient	Ps/t	Beta
% of learners repeating	.3462019	0.000	-.367719
Textbooks per learner	.1906722	0.131	.0251614
% of classrooms trad.	-.0424905	0.000	-.91728
Average class size	-.1157292	0.000	-.1365841
Head academic qualification	.5570325	0.013	.0523085
Head professional qualification	-.0518523	0.910	-.0021922
Head teaching experience	.119405	0.003	.0524111
Teachers average teaching experience	-.2633669	0.000	-.1054489
Teacher average academic qualification	.3557174	0.289	.0229223
Teacher average professional qualification	1.178074	0.001	0.0676351
Percent with Europe home language	.0876427	0.000	.1220559
Constant	74.14419	0.000	

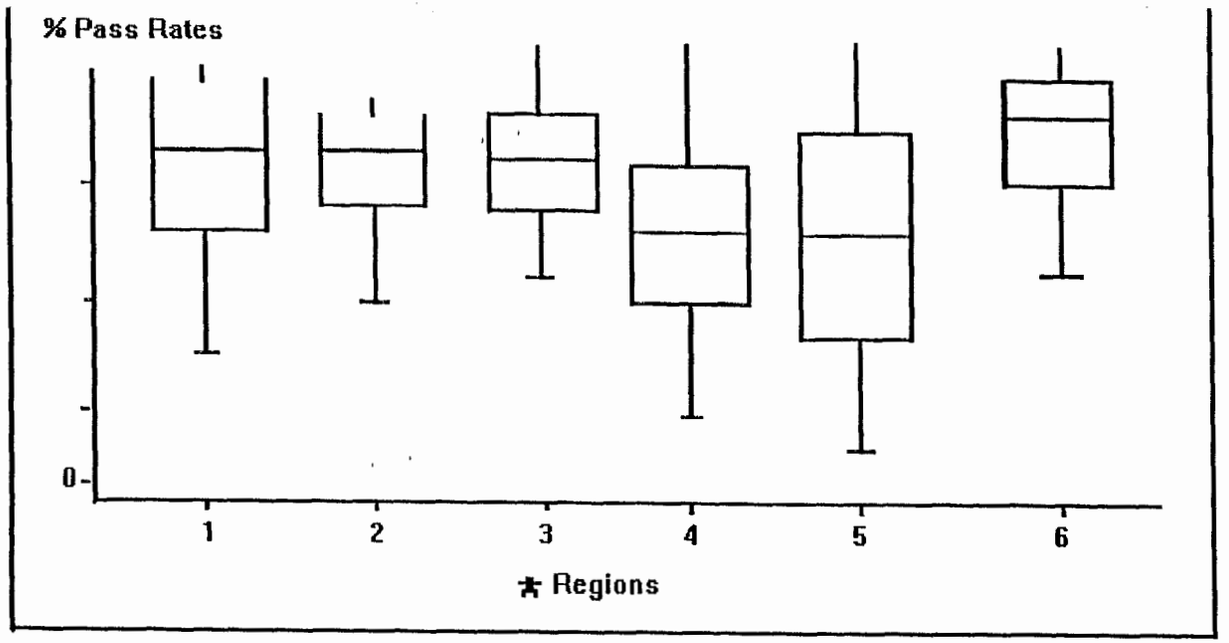
R-square = 0.3285
Adj R-square = 0.3256
Number of obs = 2541

Results when the sample is divided into regions is shown in Table J-7. Presented here are the Beta coefficients from regressions on each region. The * indicates a coefficient significant at the 95% confidence level.

In these regional regressions, the professional qualifications of teachers continue to be important variables. Textbooks become important in three regions. One important result also appears to be the teaching experience of the headmaster, which is important in Khorixas, Ondangwa, and Windhoek. Class size continues to have a strong negative influence.

FIGURE: J1

Resource Allocation & Perfomance



1. Katima Mulilo
2. Keetmashoop
3. Khorixas
4. Ondangwa
5. Rundu
6. Windhoek

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TABLE K3: DONOR INVOLVEMENT KEY BUDGET AREAS FOR PROJECT INTERVENTIONS

IDENTIFIED AT THE HARMONY CENTER MEETING NOT ADDRESSED DIRECTLY BY THE BES PROJECT:

DONOR	PROJECT	SCHOOL MANAGEMENT	COMMUNITY INVOLVE MENT	PLANNING & CAPACITY BUILDING	TEACHER AND SCHOOL BUILDINGS
APSO	TEACHER EDUCATION			SUPPORT KATIMA MULILO COLLEGE OF EDUCATION	STAFF HOUSES AT KATIMA MULILO COLLEGE OF EDUCATION
COMMON WEALTH SECRE TARIAT	FELLOWSHIP AND TRAINING PROGRAM	TEACHER MANAGEMENT WORKSHOP -I WEEK			
COMMON WEALTH SECRE TARIAT	SCHOOL MANAGEMENT	ADVISOR TO REVIEW THE NEEDS OF SECONDARY SCHOOL PRINCIPALS			
COMMON WEALTH SECRE-TARIAT	NATIONAL ACCREDITATION			ASSESS EDUCATION QUALIFICATIONS AND ADVICE ON EVALUATION OF QUALIFICATIONS	

DONOR	PROJECT	SCHOOL MANAGEMENT	COMMUNITY INVOLVE MENT	PLANNING & CAPACITY BUILDING	TEACHER AND SCHOOL BUILDINGS
DENMARK	SCHOOL MANAGEMENT	IN-SERVICE COURSES FOR SCHOOL PRINCIPALS			
EEC- COMMU NITIES	OGANDJERA: ETALEKO SS EXTENSIONS				OGANDJERA: ETALEKO SS EXTENSIONS
EEC- COMM. UNITIES	KATUTURA: WANAHEDA PS				KATUTURA: WANAHEDA PRIMARY SCHOOL EXTENSIONS
FINNIDA	PRACTICAL AND VOCATIONAL TRAINING PROGRAM			CONSULTANCY TO DO AN APPRAISAL	
IBIS	TRC-UPGRADE			STRENGTHEN TRC MANAGEMENT	UPGRADE NORTHERN TRC'S

DONOR	PROJECT	SCHOOL MANAGEMENT	COMMUNITY INVOLVE MENT	PLANNING & CAPACITY BUILDING	TEACHER AND SCHOOL BUILDINGS
IBIS	LIFE SCIENCES PROJECT			TRAINING INSPECTORS AND EDUCATION OFFICERS	
ICD/CIIRZ	ADULT AND NON-FORMAL EDUCATION			PROJECT PLANNING AND IMPLEMENTATION	
NORWAY/ NAMAS	SCHOOL SUPPORT	DEVELOPMENT AND SUPPORT OF SEVERAL SCHOOLS			
ODA	ELT			CONSULTANCY: ENG. LANG. COMPETENCY IN NAMIBIA	
ODA	PRE-SCHOOL PROJECT			SURVEY EXISTING PROVISION TO ASSESS & RECOMMEND COORDINATION FOR FUTURE	
ODA	CONSULTANCY: UNIVERSITY ENTRANCE OPTIONS			TO CONSIDER UNIVERSITY ENTRANCE OPTIONS.	

DONOR	PROJECT	SCHOOL MANAGEMENT	COMMUNITY INVOLVE MENT	PLANNING & CAPACITY BUILDING	TEACHER AND SCHOOL BUILDINGS
ODA	EDUCATION PLANNING LINK			IDENTIFICATION OF LINK PARTNER AND TRAINING ELEMENT WITH LONG-TERM EXPERT IN MEC AND IN REGION.	
ODA	STRENGTHENING EDUCATION POLICY DEVELOPMENT AND STRATEGIC PLANNING PROJECT			STRENGTHENING EDUCATION POLICY DEVELOPMENT AND STRATEGIC PLANNING PROJECT	
ODA	COMMISSION FOR HIGHER EDUCATION			SUPPORT TO THE CHE	
ODA	VISIT BY CURRICULUM STAFF TO REGIONS			STUDY VISIT BY CURRICULUM STAFF TO RELEVANT INSTITUTIONS IN THE REGIONS	
ODA	SCHOOL MAPPING AND DATA			CONSULTANCY TO ESTABLISH MAPPING FACILITY AND REVIEW EDUCATIONAL STATISTICS	
ODA	INFRA STRUCTURAL SUPPORT TO NIED			ESTABLISHMENT IF THE NATIONAL INSTITUTE FOR EDUCATION DEVELOPMENT	
ODA	SCHOOL MANAGEMENT	PROMOTION OF EDUCATION INNOVATIONS			
ROSSING	PRINCIPAL TRAINING	PRINCIPAL TRAINING			

DONOR	PROJECT	SCHOOL MANAGEMENT	COMMUNITY INVOLVE MENT	PLANNING & CAPACITY BUILDING	TEACHER AND SCHOOL BUILDINGS
SIDA	GENDER PLANNING			GENDER AWARENESS IN EDUCATION PLANNING	
SIDA	CONSULTANCY:EDUCA TION DEVELOPMENT BRIEF			SUPPORT: EDUCATION DEVELOPMENT BRIEF	
SIDA	SEMINAR FOR SCHOOL MANAGERS	PROMOTION OF EDUCATION INNOVATION			
SIDA	COOPERATION:MEC AND IIEP			TRAINING OF MEC EDUCATION PLANNERS	
SIDA	PLANNING AND ADMINISTRATION: AID COORDINATOR			ADVISOR: FOREIGN AID COORDINATION	
SIDA	ENGLISH TRAINING			ENGLISH COURSE FOR EDUCATION ADMINISTRATORS	
SIDA	PLANNING AND ADMINISTRATION: PREPARATIONS			ASSIST IN PREPARATIONS FOR AID TO EDUCATIONAL PLANNING, MANAGEMENT AND ADMINISTRATION	
SIDA	ADVISOR: ADMINISTRATION AND MANAGEMENT			ADVISE MEC ON ADMINISTRATION AND MANAGEMENT	
SIDA	SCHOOL SUPPORT	MANAGEMENT AND SUPPORT IN FIVE SCHOOLS			

DONOR	PROJECT	SCHOOL MANAGEMENT	COMMUNITY INVOLVE MENT	PLANNING & CAPACITY BUILDING	TEACHER AND SCHOOL BUILDINGS
SIDA & JAPANESE GRANT	EDUCATION PUBLIC EXPENDITURE REVIEW			EDUCATION PUBLIC EXPENDITURE REVIEW	
SIDA	NAMIBIAN LANGUAGE COMPETENCY PROGRAM				2 STAFF HOUSES
SIDA	NIED BUILDING PROJECT				NIED OFFICE + HOUSES & ACCOMMODATION FOR TRAINING
SIDA	GEOGRAPHICAL INFORMATION SYSTEM - GIS			GEOGRAPHICAL INFORMATION SYSTEM - GIS	
SIDA	ARO CONTRACT		COMMUNITY INVOLVEMENT IN CLASSROOM BUILDING		
SIDA	EDUCATIONAL MANAGEMENT AND INFORMATION SYSTEM			EDUCATIONAL MANAGEMENT AND INFORMATION SYSTEM	
SIDA	SCHOOL BUILDING		COMMUNITY INVOLVEMENT IN CLASSROOM BUILDING		SELF-HELP CLASS ROOMS
SIDA	MULTI PURPOSE CENTER				FACILITIES FOR LEARNERS AND TEACHERS

DONOR	PROJECT	SCHOOL MANAGEMENT	COMMUNITY INVOLVE MENT	PLANNING & CAPACITY BUILDING	TEACHER AND SCHOOL BUILDINGS
UNDP/ UNESCO	PREPARATION OF AN INTEGRATED TEACHERS' IN-SERVICE EDUCATION PROGRAM			NEEDS ASSESSMENT OF TEACHER TRAINING NEEDS	
UNESCO/ SIDA	MAGINALISED CHILDREN			NEEDS ASSESSMENT	
UNESCO	TEACHER EDUCATION	CLASSROOM OBSERVATIONS			
UNESCO	PROBLEM CHILDREN	BASELINE SURVEY		BASELINE SURVEY	
UNESCO	EDUCATIONAL LEADERSHIP TRAINING PROGRAM	EDUCATIONAL LEADERSHIP TRAINING PROGRAM			
UNICEF	ISDD SUPPORT			ISDD SUPPORT	
UNICEF	PRINCIPAL TRAINING	PRINCIPAL TRAINING			

TABLE M2:

DONOR INVOLVEMENT IN PRE-SERVICE TEACHER TRAINING

DONOR	PROJECT	REGION	TECHNICAL ASSISTANCE	TEACHER TRAINING
APSO	TEACHER EDUCATION	KATIMA MULILO	2 TEACHER TRAINERS	2 TEACHER TRAINERS & LIBRARY BOOKS
CIDA (CIED/ALBERTA)	TEACHER EDUCATION	ONDANGWA, RUNDU & KATIMA MULILO		PRE-SERVICE TRAINING FOR PRIMARY SCHOOL TEACHERS IN 3 COLLEGES
NORWAY	NAMAS	NATIONAL	1 ADVISOR,IGCSE ENGLISH TEXTBOOK DEVELOPMENT	
ODA	DISTANCE EDUCATION	NATIONAL	1 TA & 3 SCHOLARSHIP	
ODA	PRE-VOCATIONAL EDUCATION	NATIONAL	CONSULTANCIES ON TECHNICAL AND VOCATIONAL EDUCATION	CONSULTANCIES ON TECHNICAL AND VOCATIONAL EDUCATION
ODA	ENGLISH SKILLS PROJECT	ALL	12 FACILITATORS 6 EXPERTS	COLLEGES
ODA	MOLTENO	WHK, RUNDU, OVAMBO		
PEACE CORPS/ NAMIBIA	ENGLISH TEACHING			ASSIST DEVELOPMENT OF ENG ACCESS PROGRAM FOR UNAM
SIDA	LANGUAGE USE IN CLASSROOMS	NATIONAL	VIDEO FOR USE IN TEACHING LANGUAGE	

DONOR	PROJECT	REGION	TECHNICAL ASSISTANCE	TEACHER TRAINING
SIDA	FEASIBILITY STUDY: TEACHER EDUCATION	NATIONAL	NEPRU STUDY	
SIDA	NAMIBIAN LANGUAGE COMPETENCY PROGRAM	NATIONAL	UNIV. EMEA SWEDEN	NAMIBIAN LANGUAGES
UNESCO, UNDP, SIDA	BETD	ALL		

DONOR INVOLVEMENT IN ASSESSMENT

DONOR	PROJECT	REGION	GRADES	SUBJECTS	TA	TEDUC ATION	
CENTER FOR APPLIED SOCIAL SCIENCES	CASS	NATIONAL	5-10 + GR4 BRIDGING	SOCIAL SCIENCES		INSET	INCL ASSESSMENT
EEC & IBIS	NAMIBIAN PRIMARY TEACHERS PROGRAM	ALL	1-4	SCI, MATHS,ENG, LIBRARY & "PRIMARY LINKS" PUBL		WORKSHO PS	INCLUDE ASSESSMENT METHODS
IBIS	LIFE SCIENCES PROJECT	ALL	8-10	LIFE SCIENCES	2 ADVISORS	CASCADE	GR 6-8 ASSES GR 10 EXAM
ODA	EXAM SUPPORT	NATIONAL	GR 10 - 12	ACROSS BOARD, ESTABLISH NEAA, COMPUTERISA TION SUPPORT	TRAINING/ WORKSHO PS 1 FULL TIME & 1 TEMP TA		SCHOLARSHIP CAMBRIDGE EXAMS CONFERENCE BY UNCLES TRAINING/ MARKING
UNCLES	EXAMINATIONS	NATIONAL	SS				WORKSHOP: IGCSE

DONOR INVOLVEMENT IN CURRICULUM AND MATERIALS DEVELOPMENT

DONOR	PROJECT	GRADES	SUBJECTS	TA	TEDUCATION
CENTER FOR APPLIED SOCIAL SCIENCES	COCIAL SCIENCES CURRICULUM AND MATERIALS DEVELOPMENT	5-10 + GR4 BRIDGING	SOCIAL SCIENCES, CURRICULUM AND MATERIALS DEVELOPMEN T	1 LONG TERM TA	SUPPORT FOR IN-SERVICE TEACHER EDUCATION MATERIALS
FINNIDA	CROSS-CURRICULUM CULTURE PROJECT	SS, CULTURAL TRAINING			CULTURAL TRAINING IN SS
IBIS	LIFE SCIENCES PROJECT	8-10	LIFE SCIENCES	2 ADVISORS	SUPPORT CURRICULUM DEVELOPMENT/ LIFE SCIENCES TEXTBOOK(PILOT) AND TRAINING SUPPORT THROUGH A CASCADE MODEL
ODA	SPECIAL ADVISOR		ADVISOR TO MINISTER		
ODA	NIED	ALL			MATERIALS & BOOKS TO 6 TRC'S
ODA	EXAM SUPPORT	GR 10 - 12	ACROSS BOARD, ESTABLISH NEAA, COMPUTERISA TION SUPPORT	TRAINING/ WORKSHO PS 1 FULL TIME & 1 TEMP TA	

DONOR	PROJECT	GRADES	SUBJECTS	TA	TEDUCATION
ODA	STRENGTHENING EDUCATION POLICY DEVELOPMENT AND STRATEGIC PLANNING PROJECT		LANGUAGE POLICY & TECHNICAL COOPERATIO N	3 TA IN NIED	
SIDA	FEASIBILITY STUDY: TEACHER EDUCATION	ALL	NEPRU STUDY		
SIDA	NIED BUILDING PROJECT				
UNCLES	EXAMINATIONS	SS			
UNESCO, UNDP, SIDA	BETD	ALL	ALL		TRAINING FOR IN-SERVICE TEACHERS

TECHNICAL ANALYSIS L:

Background: History and Impact of BERP

Most of the policy statements required to set the GRN's education reform in motion were contained in the Constitution, which was finalized during the process of independence, in the repeal of the laws that established the former education authorities, and in the proclamation for the reorganization of the MEC. This meant that, at the time that USAID/Namibia's initial Basic Education Reform Program/Project (BERP) was designed, the educational policies of the new government had just been formulated or were in the process of being formulated. With a few exceptions, the conditionalities for BERP were originally designed as an attempt to identify the essential elements of reform which needed to be implemented in order heighten the probability that the overall reform would succeed.

The conditions precedent (CPs) for tranche one of BERP were essentially met by the policy changes stated in the Constitution and early policy statements of the GRN. However, the CPs for tranches two and three that were set out in BERP, and more specifically in the Program Agreement and attached Policy Matrix, were multiple, complex, and in some cases unrealistic[1]. The MEC had had no previous experience in dealing with donors, assistance programs, especially NPA programs and A.I.D. appears to have neglected the type of on-going dialogue necessary for the management of a NPA program.

Informal communications with MEC personnel indicate that the MEC may not have understood its obligations with respect to the CPs for tranche two until quite late in 1991, and that from that date onward until the end of 1992, considerable amounts of the time of some of the most skilled staff available to the MEC, including expatriate personnel employed under contracts with the MEC to work on the reform, were devoted to the preparation of the reports in fulfillment of CPs and to interactions with A.I.D./Namibia personnel. The history of misunderstandings in connection with BERP is long, complex, and open to multiple interpretations. What is clear, however, is that the burden of compliance with the originally-agreed CPs (1) was excessive and (2) exceeded the MEC's ability to respond satisfactorily. It is also clear that some of the CPs were inappropriately timed for the actual evolution of the GRN education reform program. Furthermore, by mandating that the MEC satisfy such a broad range and large number of conditions, it was difficult to communicate to the MEC which conditions were, in the USAID view, truly critical.

[1] The first external annual review of the Program, begun in February 1992, which was at the same time that A.I.D.'s Program officer arrived in Namibia, identified forty-six separate CPs for the release of the second tranche. Three of these were judged to be redundant and were eliminated. Of the activities and materials produced to meet the remaining 43 CPs, USAID considered eleven not fully acceptable; the MEC was asked to complete these requirements within sixty days. At the end of the sixty days, two CPs were still not accepted. The deadline for submission of the two items involved was extended to the end of December, 1992, which was also the deadline for submission of documentation in satisfaction of the nine CPs required for disbursement of tranche three. By early 1993, tranche two had finally been released, but A.I.D. then determined that two of the CPs for the third tranche had not been met. The professional staff of the MEC, who felt that they had complied fully with what they understood to be the requirements, had begun to express intense frustration and dissatisfaction with the management of the A.I.D. Program.

The decision by A.I.D that the CPs for the third tranche had not been met created such frustration in the MEC and so strained the relationship between USAID/Namibia and the MEC that it seemed better to amend the program than to go through another series of negotiations around the remaining unmet CPs[2].

In the spring of 1993, the MEC invested yet more of the time of top staff personnel in creating what they believed would be acceptable goals for the BERP Amendment. While the Amendment drafted by USAID/Namibia reflected the same areas of focus as those suggested by the MEC, these were all areas requiring the planning and implementation of reform processes about which it is extremely difficult to judge the time that will be required for the impact of the changes to be realized on the school level. This problem was intensified by the fact that the major foci of the Amendment were on resource reallocation and planning activities, perhaps the most intricate and sensitive tasks facing the MEC[3].

Given their previous experience with attempting to meet A.I.D. requirements, it is hardly surprising that the GRN refused to sign a new agreement. They believed that they were being pushed to move forward in very sensitive and uncertain areas of reform and, although their intention was to do so, that they could not guarantee that they would be able to do so at a rapid enough rate to predict the amount of change that would occur on the school level as a result of those policy and institutional changes.

With this complete breakdown of the BERP program, A.I.D. and MEC's choices were to simply discontinue the program or to attempt to restore confidence and communication between USAID/Namibia and the MEC while continuing to support the reform process by channelling the remaining funds through the project portion of BERP. Consequently, the current attempt to amend BERP focuses on technical inputs into the reform process, as is characteristic of a project modality, and only tangentially addresses institutional reforms, which, nevertheless, both A.I.D. and the MEC believe are of major importance[4].

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[2] In practice, compliance with some of the CPs of BERP involved the devotion of scarce skills from the MEC to the production of documents that represented paper compliance with BERP's requirements without having substantive relevance to the MEC's actual reform program at the stage it had reached. This involved the diversion of limited capacity away from actual design and implementation of the reform to the somewhat artificial activity of producing reports of questionable relevance to the reform as viewed by the MEC.

[3] One characteristic of the NPA educational programs in operation in sub-Saharan Africa is the tension created between encouraging reforms on the policy and/or institutional level that are to be measured for impact on the school level. In the case of BERP, A.I.D. required that the amount of institutional change that was to occur in the areas designated by both the MEC and A.I.D be measured according to quantified levels of impact in the schools of Namibia by the end of the program.

[4] As trust is gradually restored through this project and MEC plans and specific approaches to the key reform issues become more focused, future cooperation in this area may become more feasible.

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ACTION MEMORANDUM FOR THE USAID Representative, Namibia

FROM : Joan Johnson, Program Officer

SUBJECT: Project Paper Amendment, Basic Education Support (BES) Project, 673-0006

DATE: June 30, 1994

I. **ACTION:** Your approval is requested to authorize Amendment No. 2 to the Basic Education Support (BES) Project and authorized Amendment No. 2 to the Project Authorization, to add $17,337,000 in DFA to the life of program (LOP) funding, bringing it to $18,337,000 and extend the PACD from September 30, 1996 to June 30, 1999.

III. **BACKGROUND:** The Government of the Republic of Namibia (GRN) gained its independence in 1990 and one of its highest immediate priorities was to reform the apartheid-based education system it had inherited from South Africa to a more equitable system capable of providing for the educational needs of all citizens. The BES Project was developed by USAID/Namibia, originally as a companion project to the Basic Education Reform Program (BERP), to support the new Government of the Republic of Namibia's (GRN) reform program for its educational sector. The Project's original scope was to provide monitoring, evaluation and impact assessment for BERP.

Both the BERP (program) and the BES Project were initially approved on March 21, 1991; BES approval was at a level of $500,000, with BERP at $35 million. The LOP of BES was amended September 3, 1992 by an additional $500,000 for a new LOP of $1,000,000; however no corresponding facesheet amendment showing this new LOP has been located in the files. This additional funding was essentially for the purpose of hiring a long term USPSC, Program Advisor for BERP, to oversee the monitoring, evaluation and impact assessment of BERP, and to thereby advise both USAID and the GRN's Ministry of Education and Culture (MEC) on the progress of BERP.

In June 1993, the USAID/Namibia prepared a major amendment of the BERP NPA Program and companion BES Project which would have changed the emphasis of Program EOPS from improvements in internal efficiency to improvements in resource allocation and increased the combined LOP funding by $2.5 million (to $38.5 million) and extended the PACD by two years. The proposed amendment was reviewed and approved by AID/W on 20 July 1993 (93 STATE 256632) but was never effected in the field with the required signing of a Program Amendment. A PIL No. 2, dated August 9, 1993 was signed with the GRN based on the anticipated receipt of an additional $2.5 million for the project component which would expand our assistance under BERP. This PIL has been superseded, in effect, by this PP amendment.

In September 1993, USAID/Namibia and the GRN could not come to agreement on the AID/W-approved amendment to the BERP. These disagreements were a continuation of earlier problems experienced by USAID/N and the MEC in meeting the Tranche 2 and Tranche 3 disbursement conditionality (each being a $5 million disbursement), which resulted in the former tranche being delayed one year to March 1993 and the later tranche, scheduled for March 1993, not being disbursed at all. In Windhoek 2994, dated September 20, 1993 the Mission stated that $6.5 million in FY 1993 DFA funds in the Mission's OYB would not be obligated for the BERP Program and Project as planned. These funds were lost to the program.

The Mission subsequently proposed (Windhoek 3301, dated October 21, 1993) to (1) cancel and de-obligate BERP, (2) approve in FY 1994 an expanded ($10 million, 10-year) version of BES renamed "PARIS" (essentially for planning and capacity building support to MEC); and (3) approve in FY 1994 a 10-year, $50 million education sector project with nine components, called "LEARN."

During and after the new USAID Representative's November 1993 TDY to Namibia, considerable discussion with the GRN and USAID/W on the shape of USAID's basic education program in Namibia took place. AID/Washington agreed with an approach that would convert USAID's assistance in this area to a projectized mode using an amendment to the BES project as the vehicle (State 345014, dated November 13, 1993). Following further discussions in Namibia after the new AID Representative's arrival in early January, which included the watershed "Harmony Centre" retreat, relationships with the MEC began to improve as the outlines of an new project approach emerged. The decision to proceed with the current BES redesign and to reconfirm field authority to approve the amended project was approved in State 068796, dated 17 March 1994.

USAID/N has recently requested and received, AID/W approval to deobligate the $5 million remaining under the NPA BERP (the undisbursed third tranche mentioned above) and to reobligate these funds into the amended BES project. Per STATE 163804 dated 6/18/94 (attached), this deobligation action has been completed by AID/W and we are now awaiting issuance of new funding cites and authority to reobligate the former BERP funds of $5 million into BES, possibly before the end of FY 1994.)

IV. Summary of the Project Amendment:

A. Purpose. In line with the broadened scope of the amended Project, the purpose of the BES Project has been changed. The purpose is now **to increase MEC's capacity to implement the new lower primary curriculum while improving learner outcomes in the most disadvantaged schools.**

B. Project Components. Following extensive consultations between USAID/Namibia and the Ministry, it was agreed to concentrate on lower primary education and to address several capacity building issues at the national level, while also targeting additional resources to selected target schools. Four mutually supportive components of Project assistance were eventually identified:

At the National Level:

- curriculum design and development, including development and formative evaluation of syllabi and the development of learning and teaching materials.

- teaching and learning materials processing, including assistance and training in the preparation of camera-ready masters and the upgrading of production capacity.

- continuous assessment and testing, including development, production and testing of instruments and materials; education of education officers in effective use of methodology and continuous assessment materials and the development of instruments to assess learner competencies at the end of Grade four.

At a sub-set of "target schools":

- direct support to teachers (additional to normal MEC activities) in implementation of the new lower primary curriculum, which will include one on one teacher education, as well as working with regional education officers and school principals.

C. Project Management. There will be several entities involved in the implementation of the Project. An Institutional Contractor will be employed to provide technical oversight and supervision of Project activities, as well as providing specific technical specialists to perform certain important functions. It is planned that the contractor will provide 5 international long-term technical advisors in specific technical education specialties as identified by the MEC and laid out in the Project Paper Amendment. The contractor will also facilitate the provision up to 94 person-months of TA -- local, regional and international -- to assist the MEC with specific short-term technical requirements, and 8 months of TA for start-up, monitoring and assessment activities.

A PASA will be signed with the Peace Corps to provide Peace Corps Volunteers, to work primarily at the local level directly with teachers and education officers. They will be placed in a set of target schools with teachers designated as disadvantaged to upgrade their skills and test new materials developed by other components of the project.

The Mission will have a full-time USPSC Project Manager who will oversee a staff and provide Mission management and Project oversight including mandated reporting requirements, as well as provide liaison with the other actors in the Project. The Project Manager will report directly to the Program Officer, and will have locally hired administrative support.

The Ministry has established a Project Steering Committee and technical working groups to provide coordination and ensure adherence to MEC policy and synergy with other MEC activities, including other donor-funded projects.

V. Project Budget and Obligation Schedule:

The amended estimated total LOP budget is $24,450,000. The GRN will provide 25 percent of total funding as in-kind contributions, during the LOP, with the balance, $18,337,000, provided by USAID. Prior to this amendment, $1,000,000 have been obligated to the Project. This PP Amendment authorizes an additional $17,337,000 of USAID LOP funding.

The BES Project obligation schedule, as amended, is as follows:

FY91	FY92	FY93	FY 94	FY 95	FY 96	FY 97	FY 98	TOTAL
$0.5	$0.5	$0.0	$6.0	$5.0	$2.25	$2.5	$1.58	$18.3

V. Project Issues:

A. Contracting Mechanism for BES

The REDSO/ESA project review and concurrence cable praised USAID/N's efforts to utilize Gray Amendment firms or institutions as the source of the proposed institutional contract for the project and concurred in the Mission's decision -- made just before the REDSO/ESA review and after a thorough review of Gray Amendment firm and institution data that USAID/Namibia had solicited from the Regional Contracting Officer and the AID/W Office of Small and Disadvantaged Business Utilization (OSDBU) -- to forgo Gray Amendment contracting for full and open competition instead. The Mission did not make this decision lightly given the significant time savings inherent in the Gray Amendment contracting process and strong USAID/W policies favoring Gray Amendment contracting, which this Mission fully supports.

However, the REDSO/ESA review and concurrence cable went on to urge USAID/N to reconsider this decision based on material on HBCUs that had been supplied to the Mission Program Officer by REDSO/ESA. In addition to reviewing this information, the Mission once again solicited from OSDBU, via repeated e-mail and telephone requests, data on HBCUs with relevant experience in the implementation of primary education projects in curriculum development and teacher training. The only information on HBCUs that was provided by OSDBU, pertained to a list of HBCUs with no indication of their specific experience in primary education; and a profile on the Mississippi Consortium for Educational Development, which contained a brief summary of overseas project experience of the consortium and two of the member institutions. OSDBU had several days earlier provided a lengthy ACRIS printout listing Gray Amendment firms with experience mainly in the agricultural area, not in primary education. Earlier still, prior to the REDSO/ESA review, OSDBU had supplied an ACRIS printout listing Gray Amendment firms, and no HBCUs, only two of which had relevant experience implementing USAID projects in primary education, one of which had never implemented a USAID project in Africa.

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It was on the basis of this earlier information that the Mission had decided not to attempt Gray Amendment contracting procedures, a decision with which REDSO/ESA concurred. The Gray Amendment data recieved after the REDSO/ESA review was even less relevant to the contracting requirements of the BES Project as outlined above and in the Project Paper Amendment. The data received from OSDBU and other sources the Mission solicited (including REDSO/ESA, the RCO and AFR/W) has not demonstrated that there are in fact several Gray Amendment institutions with expertise in primary education curriculum development that have actually implemented projects (rather than designed, evaluated or implemented small parts of them) overseas.

Given the need to identify at least a small pool of Gray Amendment institutions or firms (at least 3 or 4 for a project of this size) with strong capability in primary education and particulary curriculum development, and our inability to come up with such a list prior to project approval and obligation of funds, it would be prudent to pursue a full and open competition mode.

B. Procurement. Both 4-wheel drive and 2-wheel drive vehicles, will be procured for use by the Project staff and Peace Corps volunteers and staff. All vehicle procurement for the Peace Corps staff involved in the BES Project will be done by the Regional Contracting Officer based in Pretoria, South Africa. Vehicles required for the use of the Institutional Contractor will be procured directly by the contractor. Any other necessary procurement of equipment, such as computer hardware or software, or other mimeo-graphing or word processing equipment, will also be procured directly by the contractor.

C. Housing. Housing for Peace Corps Volunteers is the responsibility of the GRN, usually provided by the local community where he or she is living. Such housing may require upgrading to meet minimum Peace Corps standards, or in certain cases, housing may have to be rented locally; there is a line item in the budget for facilities upgrades and rental. Housing rental costs for long-term international Institutional Contractor staff is factored into the detailed budget, in the line item costs of each long-term advisor.

D. Transportation. Transportation is a key issue for successful project implementation, especially for the PCVs involved in the Target Schools intervention component. Wherever possible, the Project will utilize the government-owned and managed vehicle fleet. Where that is not possible, vehicles will have to be purchased with Project funds. Any vehicles procured under the Project for use by PCVs will be titled to the GRN's Ministry of Works, Transportation and Communications, Government Garage, and will be assigned to the PCVs under the Project. They will therefore have access to GRN fuel and maintenance facilities, for which they will pay an agreed upon mileage charge. (Funds for fuel and maintenance have been included in the Peace Corps component budget, in the funding provided for each individual PCV.) At the end of the Project, the vehicles will revert to the GRN, for use by the MEC.

E. Start-up. Successful project implementation requires that work on a number of key project elements begin prior to the selection and arrival of the institutional contractor, and prior to the commencement of Peace Corps Target Schools activities. These activities relate to selection of target schools and identification of appropriate interventions for each, development of training materials for PCVs, design and testing of baseline assessment instruments, and general planning activities. Therefore, prior to the arrival of the IC, the Mission will undertake and/or commission a series of preparatory activities to facilitate timely project implementation, as well as a Project Initiation Team Leader, to oversee the various studies and coordinate the analyses. In addition, with regard to curriculum development, some materials have already been drafted, but require translation into local Namibian African languages. Therefore, Project funds will be utilized for short-term TA, to be contracted for directly by the Mission, to undertake this translation work. Project expenses for these pre-implementation activities will be paid from the approximately $300,000 in funds remaining from the initial and first amendment obligations of $1,000,000.

F. Peace Corps Assessment. In preparation for signing of the PASA agreement with USAID, Peace Corps, Washington is planning to do their own internal assessment to look at the issues related to implementation of the target school intervention component. The Assessment is planned for mid-July and will include a visit to a sample cluster site to assess the feasibility of this approach, a review of the transport options for Project PCVs, a look at the training component and review of scopes of works prepared for the advance team and the two year PCVs. This assessment will include members of USAID as well as Peace Corps Washington, and particularly meetings held with S. Robinson, Peace Corps Director for the Africa Region, Washington and the national Peace Corps Director, Bellamy, during their June 13-15 visit to Namibia.

G. Evaluations. A major mid-term project evaluation will be carried out in 1996, examining the results of the project to date, as well as the efficacy of the various components and how they are supporting each other, with recommendations on any changes to be made in the Project. A final evaluation will take place in early 1999, at the end of the Project.

H. Special Actions Required.

1. Initial Environmental Examination (IEE): An Initial Environmental Examination (IEE), categorical exclusion was approved on April 20, 1991 by the Bureau for Africa's Environmental Officer for the Basic Education Reform Project Assistance, including the Basic Education Support (BES) Project. (Annex C of the March 1991 authorized combined PAAD and PP.) Although there have been major changes in the focus of the Project, nothing has changed with respect to the conditions under which this categorical exclusion was originally approved. This IEE therefore remains in effect for the Basic Education Support Project Amendment No. 2.

2. Congressional Notification (CN): A CN was submitted on 15 June (State 162544) and the mandatory waiting period expired on June 29. The confirmation cable (SECSTATE 174109) that the CN expired without objection was received by fax on June 29, 1994.

3. PACD Extension: As noted in the background discussion, the AID/W-approved PACD extension for BERP/BES was never effected because the GRN did not approve that 1993 amendment. Now, however, an LOP running through two full PCV cycles (i.e., through December 1998) is required to achieve Project objectives. To allow for completion of all Project activities, including evaluation, a PACD extension from September 30, 1996 to June 30, 1999 is needed.

VI. Authority:

Pursuant to Delegation of Authority No. 551 (revised), Section 4A (2) and (3), and the *ad hoc* delegation contained in State 069796, you have the authority, with REDSO/ESA Director concurrence, to amend the BES Project, in order to add identified interventions at the lower primary level and related funding, and to extend the PACD up to a cumulative LOP of 9 years and 3 months. This amendment is to be within current approved Dollars 38.5 million combined LOP for non-project and project assistance components and will simply shift funding from non-project to project assistance.

The proposed Project Authorization Amendment Number 2 is within the limitations outlined in the above mentioned cable.

VII. Recommendations:

1. That you sign below approving the following:

   A. an increase in the LOP funding level in the amount of $17,337,000 for a new LOP funding level of $18,337,000;

   B. an extension of the Project Assistance Completion date (PACD) of the BES Project to June 30, 1999.

2. That you sign the attached:

   A. Amendment No. 2 to the PP Face Sheet for the BES Project to approve the authorization of an increase in the LOP funding level for the project from United States one million ($1.0 million) to eighteen million three hundred thirty seven thousand ($18,337,000) United States Dollars, extension of the PACD of the Project by thirty-three months to June 30, 1999 and approval of the amended project description contained therein.

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B. Project Authorization Amendment No. 2 for the BES Project to approve the authorization of an increase in the LOP funding level for the project from one million ($1.0 million) to eighteen million, three hundred thirty-seven thousand $18,337,000 United States Dollars and to extend the PACD of the Project from, September 30, 1996 to June 30, 1999.

Disapproved:_____ **Approved:** Edward J. Fox

Date: June 30, 1994

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Clearances:

D. Keene, RLA:	(initialed authorization/fax)
J. McAvoy, RCO:	(initialed authorization/fax)
C. Brooks, RCont:	Cleared facesheet
B. Odell, REDSO/ESA/DDIR:	Nairobi 10212 (6/10/94)
CN Clearance Cable	SECSTATE 174109

Attachments:

1. PP Amendment
2. PP Face Sheet Amendment
3. Project Authorization Amendment
4. REDSO/ESA approval cable Nairobi 10212
5. AID/W deob/reob authority:
   (State 140693;State 163804)

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