

— IPD-ABE-595
Procurement
Sensitive

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

(READ)

NAMIBIA

673-0004

PROJECT PAPER

SEPTEMBER 1992

AGENCY FOR INTERNATIONAL DEVELOPMENT

PROJECT DATA SHEET

1. TRANSACTION CODE

A = Add
C = Change
D = Delete

Amendment Number

DOCUMENT CODE

3

COUNTRY/ENTITY

NAMIBIA

3. PROJECT NUMBER

673-0004

4. BUREAU/OFFICE

USAID/NAMIBIA

3. PROJECT TITLE (maximum 40 characters)

Reaching-out with Education to Adults in Development (READ) Project

6. PROJECT ASSISTANCE COMPLETION DATE (PACD)

MM DD YY
11 23 11 9 9

7. ESTIMATED DATE OF OBLIGATION

(Under "3." above, enter 1, 2, 3, or 4)

A. Initial FY 1912

B. Quarter 03

C. Final FY 2016

8. COSTS (\$000 OR EQUIVALENT \$1 = R2.80)

A. FUNDING SOURCE	FIRST FY 92		LIFE OF PROJECT			
	3. FX	C. L.C.	2. Total	2. FX	F. L.C.	G. Total
AID Appropriated Total	2577	1223	3,800	5864	7636	13,500
Grants	2577	1223	3,800	5864	7636	13,500
Loans						
Other						
U.S.						
Host Country		676	676		4,050	4,050
Other Donors						
TOTALS	2577	1899	4476	5864	11,686	17,550

9. SCHEDULE OF AID FUNDING (\$000)

A. APPROPRIATION/PURPOSE CODE	C. PRIMARY TECH. CODE		D. OBLIGATIONS TO DATE		E. AMOUNT APPROVED THIS ACTION		F. LIFE OF PROJECT	
	1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan
(1) DEA	N/A	N/A			800		10,500	
(2) ESE	N/A	N/A			3,000		3,000	
(3)								
(4)								
TOTALS					3,800		13,500	

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

N/A

11. SECONDARY PURPOSE CODE

N/A

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

A. Code N/A

N/A

B. Amount

N/A

13. PROJECT PURPOSE (maximum 400 characters)

The purpose of this project is to increase and improve the capacity of Namibians who have had insufficient access to education and training to control and improve the quality of their lives through increased access to nonformal education.

14. SCHEDULED EVALUATIONS

Interim MM YY 01 4 9 1 4 Final MM YY 01 4 9 1 5

15. SOURCE/ORIGIN OF GOODS AND SERVICES

300 41 Local Commodity 935

16. AMENDMENTS/NATURE OF CHANGE PROPOSED (This is page 1 of 1 page PP Amendment)

17. APPROVED BY

Signature

Richard L. Shortlidge, Jr.

Title USAID Representative

Date Signed

MM DD YY
11 23 11 9 9

18. DATE DOCUMENT RECEIVED IN ID/W. OR FOR AID/W DOCUMENTS. DATE OF DISTRIBUTION

MM DD YY
11 23 11 9 9

REACHING-OUT WITH EDUCATION TO ADULTS FOR DEVELOPMENT
(READ)

(673-0004)

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- F. Financial Analysis
- G. Economic Analysis
- H. Gender Analysis
- I. Social Soundness
- J. Institutional Analysis
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- M. Gray Amendment
- N. Budget Tables
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- P. Monitoring Procedures for Host Country Contributions
- Q. Initial Environmental Examination

ACTION MEMORANDUM

TO: Richard L. Shortlidge, Jr., A.I.D. Representative
FROM: *Barbara A. Belding*
Barbara A. Belding, HNRDO
SUBJECT: Reaching-out with Education to Adults for Development (READ);
Project Paper (PP) Approval and Project Authorization
DATE: September 17, 1992

I. PROBLEM

Pursuant to the authority delegated to you in State 106192 and 266972 (both attached) and in accordance with Africa Bureau Delegation of Authority No. 551 (DOA 551), Section 4, you are hereby requested to approve the Project Paper and sign the Project Authorization document for the subject Project in order to authorize the subject Project at a Life of Project Level (LOP) level of \$13.5 million. It is anticipated that \$3.0 million will be funded out of the Economic Support Fund (ESF) account in 1992. The remainder will be funded from the Development Fund for Africa.

The PP has received PID-level clearance in AID/W, subject to guidance which has been incorporated into the final draft (State 106192). The LOP authorized for READ was increased from \$12.0 million to \$13.5 million (State 266972). A copy of the PP draft, as well as the Project Authorization Document, are appended to this memorandum.

II. DISCUSSION

A. Summary Project Description

READ, as elaborated in the PP, has been designed as an umbrella type project in which subgrants will be made to NGOs through a competitively selected PVO to provide assistance to historically disadvantaged Namibians for nonformal adult education. This approach will allow USAID to respond to locally generated initiatives, rather than play a proactive or prescriptive role in nonformal education. 40,000 black Namibians and some 55 Namibian nongovernmental organizations (NGOs) will benefit from READ. It provides sufficient flexibility to respond to opportunities as they arise, a critical attribute in an evolving educational environment. The Project also contributes to the institutional development of selected NGOs and the Department of Adult and Nonformal Education (DANFE) of the Ministry of Education and Culture (MEC) of the Government of the Republic of Namibia (GRN). READ will advance nonformal education and promote the equitable participation of blacks in all aspects of Namibian society.

In order to ensure that activities and subgrants are technically sound and will have a realistic impact, the PP identifies two substantive assistance components under which proposals will be received and funded.

The Project components, NGO-based Nonformal Education and Training, and Project Guidance and Coordination, will indeed "Reach-out with Education to Adults in Development". The integrated direct assistance package is geared to addressing the development constraints faced by Namibia; they are interrelated not mutually exclusive. The four Project subcomponents are:

1. Institutional Development;
2. Skills Training;
3. Environmental Education;
4. Nonformal Education Methodologies; and
5. Outreach and Information.

The Institutional Development subcomponent responds to the needs of Namibian NGOs for additional staff; staff training in administration, budgeting, strategic planning, and nonformal education practices; short term infusions of international expertise and purchase of new equipment; rental/lease of facilities; and broadened exposure and experience.

The Skills Training subcomponent will deliver specific training in four substantive areas: Literacy and Numeracy, Life Skills, Income Generation, and Nation Building. The substantive areas were selected on the basis of surveys, analyses, needs assessments and direct requests.

The Environmental Education subcomponent will support the formation of national and regional courses and programs to educate and inform Namibians on the importance of proper natural resource management in a fragile environment.

The Nonformal Education Methodologies subcomponent will upgrade nonformal education delivery and substance through introduction of new methodologies, innovations and materials, will provide study tours, and undertake research on constraints to participation and the local demand for nonformal education skills, services and products.

The fifth Project subcomponent of Outreach and Information, recognizing the need for community mobilization and NGO outreach, will finance conferences, newsletters, directories and other follow-up support activities to ensure coordination and sustainability.

Subgrantees will be selected on the basis of specific criteria detailed in Section V, Implementation Plan of the PP. These criteria seek to ensure that NGOs to be funded: (a) are dedicated to overcoming the backlog of literacy, numeracy and vocational training through the use of participatory and democratic training; (b) demonstrate a willingness to employ new nonformal education techniques; (c) show

genuine commitment to black administration, management, decision-making and leadership; (d) have the support of credible community leaders; (e) provide the program with a broad geographic base; (f) are technically and financially sound; and (g) promote equitable black participation in nonformal education. Subgrant criteria will also ensure adherence to A.I.D. legislative requirements concerning support for NGOs.

B. Project Implementation

Implementation will be supported within USAID by three Project financed long-term project managers -- one U.S. and two Namibian. Those positions and a Namibian PSC accountant and a Namibian PSC Project assistant will be split-funded between READ and the Namibian component of the Regional Natural Resources Management Project (690.0251-73), Living in a Finite Environment (LIFE). A competitively selected Private Voluntary Organization (PVO) will provide all needed programmatic and financial expertise to effectively manage and control approximately 55 subgrants. The Rossing Foundation, a Namibian NGO, will administer a cooperative agreement for environmental education. MEC/DANFE will manage the public sector activities under READ. A Steering Committee, in an advisory capacity, will help guide the Project, and establish and review policy. A.I.D. contracting and legal assistance will be provided by regional staff from REDSO/ESA in Nairobi and USAID/Pretoria.

C. Financial Summary

Planned obligations for the Project will total \$13.5 million over the five fiscal years 1992 to 1996. To permit full implementation of obligations, the Project Assistance Completion Date (PACD) is December 31, 1998. The illustrative summary cost and financial plan and Project expenditure schedule are presented below:

FY Obligations, \$000's

FY	92	93	94	95	96	TOTAL
AMOUNT	3,800	1,500	1,500	2,500	4,200	13,500

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SUMMARY EXPENDITURES BY PROJECT ELEMENT

ELEMENT	FY 1992/3	FY 1994	FY 1995	FY 1996	FY 1997	FY1998	TOTAL
I. TECHNICAL ASSISTANCE	952703.28	825371.60	985753.49	491452.05	521299.73	595732.17	4372312.31
II. PARTICIPANT TRAINING	88000.00	102000.00	102000.00	88000.00	72000.00		452000.00
III. SUB-GRANTS	692500.00	692500.00	692500.00	692500.00	692500.00	692500.00	4155000.00
IV. ENVIRONMENTAL EDUCATION	250000.00	250000.00	250000.00	250000.00	250000.00	250000.00	1500000.00
V. PROJECT MANAGEMENT	215862.78	182333.42	207165.34	226135.74	209592.22	300601.82	1341691.33
VI. EVALUATION			100000.00			100000.00	200000.00
VII. AUDIT	45000.00	45000.00	45000.00	45000.00	45000.00	45000.00	270000.00
VIII. INFLATION/CONTINGENCY	224406.61	209720.50	238241.88	179308.78	179039.19	178279.40	1208996.36
TOTAL	2468472.67	2306925.52	2620660.72	197239.57	1969431.14	2162113.39	13500000.00

E. Issues Raised by AID/W Review

The Project was approved at the PID level by AID/W on February 7, 1992 and the Mission was notified of such approval on April 4, 1992 via State 106192. Five substantive issues were raised by AID/W in the aforementioned cable, none of which required substantial revision at the PP stage; all have been addressed in the final draft of the document. A summary of the issues raised, and the USAID responses, is appended to this memo.

F. Other Actions/Issues

1. Initial Environmental Examination (IEE)

The attached READ IEE was concurred in by the Bureau Environmental Officer on August 24, 1992. Formal AID/W IEE approval was transmitted to USAID in State 282371 dated August 31, 1992.

2. Gray Amendment certification

Gray Amendment procurement is largely inapplicable under this Project, as very little U.S. procurement is anticipated. However, to the extent U.S. goods and services are required and contracted for under the Project, USAID will endeavor to maximize the use of small and disadvantaged U.S. suppliers. The required Gray Amendment Certification is attached to the Project Paper as Annex M. Competition for the cooperative agreement for the PVO will be open and disadvantaged PVOs will be encouraged to apply.

3. Local-cost financing

USAID anticipates approximately one-half of disbursements under the Project will be accomplished through local-cost financing. Where Project funding supports the purchase of goods and services from U.S. sources, essentially the PVO and US PSC costs, provision will be made for financing in U.S. dollars.

4. Implementation mode

USAID will utilize a project grant agreement with the GRN to obligate the entire amount of LOP funds. The financing of the Project components will be mainly through two cooperative agreements, one with a competitively selected PVO and the other with the Rossing Foundation for environmental education.

5. Procurement

Recipients and subgrants under the Project will be able to purchase with Development Fund for Africa (DFA) funds commodities and services locally, so long as these commodities/services have their source/origin in Namibia or the South African Customs Union or are imported shelf items of code 935 origin. For locally available items having their origin in code 899 countries (Free World, less host country), shelf item procurement will be available up to \$250,000 for the overall Project. A waiver of the \$250,000 shelf item limit is not being sought at the present time. Economic Support Funds (ESF) will only finance US goods and services, except as you may otherwise specifically approve in writing, in accordance with the relevant source/origin waiver procedures.

6. Grantee and third-party contributions

It has been planned that A.I.D. will finance \$13.5 million, \$3.0 million in ESF and \$10.5 million in DFA resources. The twenty-five percent host country contribution requirement under Section 110(a) of the Foreign Assistance Act of 1961, as amended (FAA), does not apply to ESF. The required LOP host country contribution would, therefore, be a minimum of \$3.5 million, or twenty-five percent of a \$14.0 million project. The GRN indicated in its request for assistance letter (Annex D of the PP) that it expects the host country contribution to equal \$4,050,000 (GRN \$1,575,000; NGOs \$2,475,000). Recently USAID has been advised by AID/W (see September 11, 1992 memo by A.I.D. Representative Shortlidge, subject "Initial Funding of the READ Project 673-0004") that the mix of DFA and ESF funding for FY92 may change from that originally expected for the OYB. At this late stage of the Project design, it is not possible to change financial data in anticipation of AID/W's planned actions. Accordingly, for the READ PP, the \$11.5 million DFA and \$3.0 million EFS allocations have been maintained; for the Project Agreement, however, the host country contribution has been determined as follows:

A. FY92 Obligations

1. DFA

(i)	\$ 850,000	(FY91 DFA)
(ii)	<u>106,000</u>	(FY92 DFA)
	\$ 956,000	

2. ESF

(i)	\$1,500,000	(FY91 ESF)
(ii)	<u>650,000</u>	(FY92 ESF)
	\$2,150,000	

TOTAL: \$3,606,000

B. Total Project Obligations

$$\begin{array}{r} \$13,500,000 \text{ (TOTAL)} \\ - \quad 2,150,000 \text{ (ESF)} \\ \hline \$13,350,000 \\ \times \quad .3333 \\ \hline = \$ 3,783,333 \text{ (Host Country Contribution)} \\ \\ = \$ 3,800,000 \text{ (rounded)} \end{array}$$

The amount of \$3,800,000 has been used in the Project Agreement as it is the minimum amount the host country must contribute. Because NGOs and the private sector provide the majority of host country contributions, it is reasonable to require the minimum amount in the Project Agreement.

7. Congressional notification

The CN was sent to Congress on August 10, 1992 and expired without objection on August 24, 1992 (State 277223).

8. Competition

By June 26, 1986 delegation of authority from the AA/AFR, you are authorized to restrict competition in A.I.D. projects, invitations for grants or cooperative agreements in accordance with the criteria in A.I.D. Handbook 13, Chapter 2B and HB 1B12C4(2)(a)4. Competition is not required for assistance awards for which one recipient is considered to have exclusive or predominant capability, based on experience, specialized facilities or technical competence, or based on an existing relationship with the cooperating country or beneficiaries. By signing this Action Memorandum and the PP facesheet, you are agreeing with the justification presented in Section VI, Procurement Plan, which concludes that the Rossing Foundation has special experience and facilities, and knowledgeable personnel recognized as predominant in the environmental education field. No competition is, therefore, necessary for this cooperative agreement.

Whenever goods and services are contracted for by USAID under this Project, formal or informal competition, as appropriate, will be required by the Mission in accordance with A.I.D. policy and regulations.

9. Audit/payment verification procedures

In conformity with A.I.D. requirements, the PVO and/or a local accounting/financial firm will conduct a review of the accounting and financial control systems of prospective grantees and subgrantees. NGOs without

adequate procedures and documentation practices will not be eligible for assistance, or, alternatively, improvements will be required as a condition precedent to funding. In special cases, the Project may finance the design and introduction of an acceptable accounting system as a prerequisite to further funding contained in the grant. Funding is provided within the Project budget to finance required financial reviews and audits. The PVO, Rossing Foundation and subgrantees receiving over \$25,000 in A.I.D. funds shall be subject to the recipient audit requirement set forth in the HB 13 grant agreement special provisions.

10. Section 611 (a) requirements

Because this is an umbrella Project entailing assistance to as yet undetermined NGOs, section 611 (a) of the FAA is satisfied by specifying subgrant selection criteria which will ensure that all 611 (a) requirements are met before incurring any commitment of funds. These criteria are detailed in Section V, Implementation Plan of the PP. The level and type of assistance for subgrants was confirmed through surveys and assessments. The planning and cost specifications for the USAID management element, the PVO structure and the Rossing Foundation all satisfy 611(a) requirements.

11. Conditions precedent to disbursement and Covenants

The bilateral project grant agreement to be negotiated and executed between the Government of the Republic of Namibia and A.I.D. shall contain, in substance, the following conditions precedent to disbursement and covenants:

1. Conditions Precedent to First Disbursement:

- A. a statement setting forth the names, titles and specimen signatures of the persons who will carry out the Grantee's responsibilities under the Agreement.
- B. a statement from the Office of the Attorney General stating that the terms and conditions contained in the Agreement have been duly executed in accordance with Namibian laws and are legally binding.

2. Covenants:

- A. The Cooperating Country agrees to use its best efforts to urge that trainees under the Project be selected from among historically, socially and economically disadvantaged Namibians, to the maximum extent practicable and feasible.

- B. The Cooperating Country agrees to use its best efforts to encourage NGOs to become, in their ownership, leadership, management and staffing, more representative of historically, socially and economically disadvantaged Namibians, to the maximum extent practicable and feasible.
- C. The Cooperating Country agrees to contribute in cash and in-kind resources a minimum of twenty-five percent of the total costs of this Project exclusive of ESF funds provided by A.I.D. In calculating its contribution, the Cooperating Country may include the financial and other resources being contributed to the Project by the GRN, Namibian NGOs and the Namibian private sector. The Cooperating Country agrees to provide A.I.D. with a written schedule of counterpart contributions on a quarterly basis.

III. RECOMMENDATION

It is recommended that, pursuant to authority delegated to you in State 106192 and 266972 and in accordance with DOA 551, Section 4, you approve the subject Project Paper by signing its facesheet and authorize the Project at an LOP funding level of \$13.5 million by signing the Project Authorization document.

Approve: Richard L. Shortlidge, Jr.

Disapprove: _____

Richard L. Shortlidge, Jr.
A.I.D. Representative

Date: September 17, 1992

Action Memorandum from Barbara Belding to Richard L. Shortlidge regarding READ Project; No. 673-0004

Drafted: M. Johnson, Program Officer, 9/16 September 17, 1992

Clearances:

RLA, Donald Keene (draft) _____, date September 16, 1992 FAX

CONT, C. Lewis C. Lewis, date 9/17/92

RCO, K. Kester (draft) _____, date August 7, 1992

EXO, C. Bryant C. Bryant, date September 17, 1992

ACTION MEMO; PID ISSUES

8/14 pm

SUMMARY OF ISSUES RAISED BY EPCR
REVIEW, AND USAID/NAMIBIA RESPONSES

USAID fully incorporated the AID/W PID guidance in preparing the PP. Credit was eliminated from the PP, thus resolving Issue # 2. The endowment was also removed, thus resolving Issue # 4. Issue # 5 concerning field or AID/W approval was resolved by AID/W. Only two fundamental issues remained to be addressed in the PP.

AID/W suggested a close relationship between LIFE and READ. Events and financial considerations link the two projects closely.

ISSUE # 1: IS THE DESIGN OF THE READ PROJECT TOO COMPLEX OR OVERLY AMBITIOUS?

1. AID/W was concerned that the project was too complex and overly ambitious for small mission staff to effectively manage. The design team considered the options of having USAID manage the project, a private contractor, a large local NGO, or a US PVO. The rationale was: a) a contractor could put together a team with relevant expertise but does not operate like an NGO in terms of experiencing similar constraints, priorities, and beneficiaries and generally requires more expensive overhead; b) credibility of a PVO was determined to be greater than for private contractors, in the Namibian context; c) given the history of NGOs in the changing political climate of Namibia and the general antagonisms between members of the NGO community, it was determined that it is unadvisable at this time to put a larger Namibian NGO in charge of the project, and d) it was recommended that a US PVO, experienced in NFE training methodologies and project management be selected and that it is also most likely to be the best type of organization to prepare a counterpart local NGO to eventually take over its functions.

AID/W made 7 recommendations for the final PP, all of which were incorporated and addressed in the analyses:

- 1.1 5 Complex project components were proposed in the PID; the final PP contains only 4.
- 1.2 As recommended by the EPCR, criteria to focus the project components were established during the initial design phase, incorporated into the choice of design alternatives and the ultimate logframe, and form part of the PP.
- 1.3 The project components and their relationships are described in detail both in the Project Description and in the NFE Technical Analysis.
- 1.4 As recommended, the PP contains a detailed description and analysis of the Non-formal education sector. This includes a history and description of the MEC's DANFE, the NGO community and profiles of specific NGOs, as well as other donor activities in this sector. Preliminary financial assessments have been carried out, extensive individual analyses of the administrative status and needs of prospective grantees and sub-grantees were undertaken during the design and a detailed criteria list has been established for prospective recipients.
- 1.5 Priority target training groups were identified in the Women and Development analysis, the Social Soundness Analysis, and reiterated in the project rationale and background. Members of the MEC, Office of Women Affairs, and Min. of Youth and Sport participated in the design process as well as a representative of the National Planning Commission. There was universal agreement upon the selected priority groups.
- 1.6 The demand for the proposed training skills was determined by a combination of investigations, analyses, and survey instruments (see NFE Analysis).
- 1.7 As requested, the role of other donors in the education sector was described in the technical analysis. Ample information now exists regarding donor activities in the

sector, particularly as USAID is the largest donor in the field and has carried out extensive analysis for the Basic Education Reform Sector Assistance Program.

ISSUE # 2:

IS THE CREDIT COMPONENT VIABLE AND MANAGEABLE?
RESOLVED BY ELIMINATING THE COMPONENT.

This issue was resolved by eliminating the component.

ISSUE # 3:

IS THE PROPOSED IMPLEMENTATION MECHANISM FOR
THE PVO UMBRELLA ACTIVITY CONSISTENT WITH
A.I.D. GRANT CONDITIONS AND LEGAL REQUIREMENTS?

The RLA has determined that the proposed mechanism is consistent with AID conditions and legal requirements.

The distinction between NGOs/CBOs has been clarified in the final PP and although NGOs will work with CBOs, CBOs will not be direct recipients through sub-grant mechanisms.

References to the PVO sub-contracting for management services have been deleted and the relationship between grantees and sub-grantees is clearly delineated in the implementation plan.

The distinctions between monitoring and "control" have been clarified; the Project Policy Committee serves only in an advisory capacity.

The IEE has been revised and the REO participated in the review of the final draft PP.

ISSUE # 4:

DOES THE PROPOSED ENDOWMENT MEET A.I.D.'S
ENDOWMENT CRITERIA AND FUNDING AUTHORITY?

The proposed endowment has been removed from the final PP, thus resolving this issue.

ISSUE # 5:

SHOULD THE FIELD OR AID/REVIEW AND APPROVE THE
READ PROJECT?

Given that the Mission Director and Program Officer have substantial design experience, AID/W determined that USAID/Namibia has the capacity to authorize the project.

ACTION AID INFO AMP TCM RE//3

CHRON

VZCZCWDO640
PP RUEHWD
DE RUEHC #6192/01 095711Z
ZNR UUUUU ZZH
F 040116Z AFR 92
FM SECSTATE WASHDC
TO RUEHWD/AMEMBASSY WINDHOEF PRIORITY 6326
INFO RUEHSB/AMEMBASSY HARARE PRIORITY 9920
BT
UNCLAS SECTION 01 OF 03 STATE 106192

CHRON

AIDAC, NAIPOBI FOR REDSO/ESA

F.C. 12356: N/A

TA3S:

SUBJECT: NAMIBIA READ PID (673-0034)

REF: NAIPOBI 954

1. SUMMARY: AID/W HAS REVIEWED AND APPROVES, WITH MODIFICATIONS, THE REACHING-OUT WITH EDUCATION FOR ADULTS (READ) PID FOR USAID/NAMIBIA. THE SUBJECT ISSUES MEETING WAS HELD JANUARY 31, AND THE ICPR WAS HELD FEBRUARY 7. REPRESENTATIVES FROM AFR/SA, AFR/ARTS, AFR/DP, GC/AFR, RL/ED AND AF/S PARTICIPATED IN THE SUBJECT REVIEW PROCESS.

2. THE PROJECT REVIEW COMMITTEE (PRC) AND THE EXECUTIVE COMMITTEE PROJECT REVIEW (ECPR) RAISED THE FOLLOWING ISSUES AND CONCERNS:

ISSUE 1: IS THE DESIGN OF THE READ PROJECT TOO COMPLEX AND OVERLY AMBITIOUS?

DISCUSSION: DURING THE REVIEW OF THE READ PID, THE ECPR AGREED WITH REDSO/ESA'S CONCLUSIONS EXPRESSED IN PERTEL, THAT THE READ PROJECT, AS DESCRIBED IN THE PID, WAS TOO COMPLEX AND OVERLY AMBITIOUS FOR THE SMALL MISSION STAFF TO MANAGE EFFECTIVELY; AND THEREFORE IMPLEMENTING THE READ

PROJECT WOULD PLACE A SIGNIFICANT MANAGEMENT BURDEN ON USAID/NAMIBIA. THE ECPR NOTED THAT THE PID FAILS TO ADEQUATELY DESCRIBE RELATIONSHIPS AMONG THE VARIOUS COMPONENTS AND ELEMENTS, AND FAILED TO DISCUSS WHAT OTHER DONORS ARE DOING IN THE EDUCATION SECTOR; BOTH ARE EXTREMELY IMPORTANT IN AVOIDING ANY POSSIBLE PROJECT DUPLICATION, AND DETERMINING PROJECT COMPLEMENTATION OPPORTUNITIES. MANAGEMENT BURDEN CONCERNS WERE BASED ON THE FOLLOWING: 1) ALTHOUGH THE MISSION HAS FIVE DIRECT HIRE EMPLOYEES ON ITS STAFF, ONLY THREE HAVE PROJECT RELATED MANAGEMENT RESPONSIBILITY; 2) THE SIZE OF THE MISSION'S PROJECT PORTFOLIO HAS GROWN RAPIDLY SINCE THE MISSION OPENED IN JANUARY, 1991, AND WILL REACH OVER DOLS 60 MILLION IN TOTAL OBLIGATIONS IN FY 92; AND 3) BECAUSE THE A.I.D. REPRESENTATIVE OFFICE HAD JUST OPENED LAST YEAR, THE MISSION HAD LIMITED PROJECT IMPLEMENTATION EXPERIENCE IN NAMIBIA.

ACTION AID INFO AMB DCM RE//3

RECOMMENDATION: THE ECPR RECOMMENDS THE FOLLOWING, WHICH SHOULD BE INCLUDED IN THE TERMS OF REFERENCE FOR THE PROJECT PAPER (PP) DESIGN, TO REDUCE THE PERCEIVED COMPLEX AND OVERLY AMBITIOUS NATURE OF THE READ PROJECT.

1) REDUCE THE NUMBER OF PROJECT COMPONENTS BY DETERMINING WHICH COMPONENTS CAN BE ELIMINATED OR COMBINED; 2) ESTABLISH CRITERIA TO FOCUS THE PROJECT COMPONENTS; 3) PROVIDE A DETAILED DESCRIPTION OF THE PROJECT COMPONENTS AND THEIR RELATIONSHIPS; 4) CLEARLY DESCRIBE AND ANALYZE THE NON-FORMAL EDUCATION SECTOR; 5) IDENTIFY PRIORITY TARGET TRAINING GROUPS; 6) DETERMINE THE DEMAND FOR THE PROPOSED TRAINING SKILLS; AND 7) DESCRIBE THE ROLE OF OTHER DONORS IN THE EDUCATION SECTOR.

ISSUE 2: IS THE CREDIT COMPONENT VIABLE AND MANAGEABLE?

DISCUSSION: AID/W CONCURRED WITH REDSO/ESA, PFP REFTEL PARA 3(E), THAT FUNDING OF SMALL ENTERPRISE DEVELOPMENT AND THE PROVISION OF REVOLVING CREDIT ARE MANAGEMENT INTENSIVE ACTIVITIES WHICH MAY OVERBURDEN THE LIMITED STAFF OF THE MISSION AND THE IMPLEMENTING OF U.S. PRIVATE VOLUNTARY ORGANIZATIONS (PVO). AID/W NOTED THAT EXPERIENCE HAS SHOWN THAT FUNDING SMALL-SCALE ENTERPRISES WHICH DEVELOP REVOLVING CREDIT FUNDS TO SUPPORT PROJECT FUNDED TRAINING HAS GENERALLY NOT WORKED.

RECOMMENDATION: AID/W RECOMMENDED AND THE MISSION AGREED TO DROP THE CREDIT COMPONENT FROM THE READ PROJECT, AND TO SEEK ALTERNATIVE METHODS OF PROVIDING SUPPORT TO PROJECT FUNDED TRAINING.

ISSUE 3: IS THE PROPOSED IMPLEMENTATION MECHANISM FOR THE PVO UMBRELLA ACTIVITY CONSISTENT WITH A.I.D. GRANT CONDITIONS AND LEGAL REQUIREMENTS?

DISCUSSION: THE SUBJECT PID PROPOSES TO IMPLEMENT A SIGNIFICANT PORTION OF THE READ PROJECT WITH A GRANT TO A U.S. PVO WHICH WILL, IN TURN, EXECUTE SUBGRANTS WITH LOCAL NON-GOVERNMENTAL ORGANIZATIONS/COMMUNITY-BASED ORGANIZATIONS (NGOS/CBOS). THE ECPR VOICED CONCERN THAT THE PID DID NOT PROVIDE A CLEAR DEFINITION OF NGOS/CBOS, AND DID NOT DESCRIBE THEIR INSTITUTIONAL CAPABILITIES.

GC/AFR NOTED THE FOLLOWING CONCERNS: A) THE PID'S DESCRIPTION OF THE IMPLEMENTATION MECHANISM APPEARS TO BE FOR THE UMBRELLA PVO TO CONTRACT FOR SPECIFIED LIMITED MANAGEMENT SERVICES, FOR WHICH A CONTRACT RATHER THAN A

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SUBGRANT WOULD BE MORE APPROPRIATE (SEE PARAS. 2.78, 2.79, 3.35, 3.37, AND 3.39 OF THE PID). REFERENCE IN THE PID SHOULD BE TO THE GRANTEE'S IMPLEMENTING ITS PROGRAM OF SUBGRANTS, AND NOT TO ITS STAFFING THE PROJECT MANAGEMENT UNIT (PMU), OR TO THE SCOPE-OF-WORK OF THE U.S. PVO.

A) PARA 2.79 IN THE PID STATES THAT THE PMU WILL BE RESPONSIBLE FOR OVERALL PROJECT MANAGEMENT. DOES THAT MEAN ACTIVITIES OUTSIDE THE GRANTS TO THE PVO?

B) PARA 2.79 FURTHER STATES THAT THE PROJECT POLICY COMMITTEE (PPC) AND USAID WILL CONTROL AND ENDORSE SUBGRANTS AS REQUIRED BY A.I.D. REGULATIONS. EE 13 REQUIRES CERTAIN MINIMAL A.I.D. MONITORING OF A GRANT, BUT "CONTROL" IS TOO STRONG. THERE IS NO A.I.D. REQUIREMENT FOR MONITORING BY THE PPC.

C) TO ASSURE ADEQUATE PLANNING, THE PP SHOULD CONTAIN THE CRITERIA FOR SUBGRANTS, AND NOT LEAVE THIS UNTIL AFTER THE AWARD OF THE PRIME GRANT (SEE PARA. 2.82). SINCE THERE IS NO AID POLICY THAT LIMITS THE SIZE OF SUBGRANTS, OR REQUIRES A.I.D. TO "AUTHORIZE" THEM, HOW APPROPRIATE IS IT FOR AN OUTSIDE BODY, THE PROJECT POLICY COMMITTEE (PPC), TO APPROVE SUBGRANTS ABOVE A CERTAIN SIZE?

D) ONCE FUNDS ARE OBLIGATED WITH THE GOVERNMENT OF THE REPUBLIC OF NAMIBIA (GRN), WHY WOULD AN ADDITIONAL A.I.D. SUBGRANT TO THE GRN BE NECESSARY FOR DISTANCE EDUCATION AND NATIONAL LITERACY PROGRAM ACTIVITIES (PARA. 3.36)?

E) AN INTERAGENCY AGREEMENT WITH THE SPACE CORPS SHOULD BE A PASA, NOT A GRANT (PARA. 3.36).

F) IT IS NOT APPROPRIATE TO LIMIT THE NATIONALITY OF NCC EMPLOYEES, PER PARA 3.39. HOWEVER, IT IS ACCEPTABLE TO HAVE CRITERIA FOR KEY PERSONNEL BASED ON EXPERIENCE.

G) THE IEE ONLY DISCUSSES THE CONSTRUCTION, AND IS SILENT ABOUT THE PVO SUBGRANT ACTIVITIES.

RECOMMENDATION: A SECOND IEF SHOULD BE SUBMITTED WHICH EITHER DEFERS THE ENVIRONMENTAL REVIEW FOR PVO SUBGRANT ACTIVITIES UNTIL MORE IS KNOWN, OR MAKES AN ARGUMENT FOR A CATEGORICAL EXCLUSION BASED ON THEIR EDUCATIONAL NATURE. MISSION SHOULD DISCUSS THE ABOVE CONTRACTING AND IMPLEMENTATION CONCERNS WITH THE REGIONAL CONTRACTING OFFICE, THE REGIONAL LEGAL ADVISOR AND THE REGIONAL ENVIRONMENTAL OFFICE.

ISSUE 4: DOES THE PROPOSED ENDOWMENT MEET A.I.D.'S ENDOWMENT CRITERIA AND FUNDING AUTHORITY?

DISCUSSION: THE ECFR NOTED THAT THE PID RAISES THE POSSIBILITY OF READ FUNDING ENDOWMENTS. JC/AFR ADVISED THAT A.I.D. HAS THE AUTHORITY, UNDER SECTION 571 OF THE FY 91 APPROPRIATIONS ACT, CURRENTLY MADE APPLICABLE BY THE CONTINUING RESOLUTION, TO FUND AN ENDOWMENT FROM FY 91 AND 92 APPROPRIATED FUNDS IF IT IS THROUGH A GRANT TO AN

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NGO, FOR A DEVELOPMENT PURPOSE, AND IN THE COUNTRY'S LOCAL CURRENCY, NOT IN DOLLARS AND NOT IN A THIRD COUNTRY CURRENCY. THE PID DOES NOT INDICATE WHETHER THESE CONDITIONS WOULD BE MET IN THE BEAD PROJECT. GC/AER FURTHER ADVISED THAT THE APPROPRIATIONS ACTS ARE ENACTED ANNUALLY AND SOME PROVISIONS ARE REVISED EACH YEAR. THEREFORE, THE PP SHOULD INCLUDE A MECHANISM TO EXAMINE CURRENT STATUTES EACH TIME THE MISSION PROPOSES TO DELIGATE ADDITIONAL FUNDS FOR AN ENDOWMENT.

RECOMMENDATION: REQUEST MISSION, IN THE PP, TO DESCRIBE CLEARLY HOW THE PROPOSED ENDOWMENTS WILL WORK, AND HOW THE CONDITIONS FOR A.I.D. FUNDING OF ENDOWMENTS WILL BE MET.

ISSUE 5: SHOULD THE FIELD OR AID/W REVIEW AND APPROVE THE BEAD PROJECT?

DISCUSSION: THE ECPR DISCUSSED REDSO/ESA'S OBJECTION TO DELEGATING TO THE FIELD THE AUTHORITY TO APPROVE THE PP WITHOUT AID/W REVIEW OF FINAL DOCUMENTATION. PRC NOTES THE FOLLOWING REASONS WHY REDSO THINKS AID/W SHOULD REVIEW THE PP: (1) COMPLEX AND OVER AMBITIOUS NATURE OF THE PROJECT; (2) MINIMAL SIZE OF MISSION STAFF; (3) LIMITED MISSION PROJECT IMPLEMENTATION EXPERIENCE IN NAMIBIA; AND

(4) HEAVY WORKLOAD COMMITMENTS INHIBITING REDSO'S ABILITY TO DEVOTE SUBSTANTIAL STAFF TIME TO PP DESIGN AND REVIEW PROCESS.

AID/W SERIOUSLY CONSIDERED REDSO/FSA'S CONCERNS RAISED IN REFTEL, BUT CONCLUDED THAT USAID/NAMIBIA, WITHOUT THE REQUIREMENT FOR FORMAL REDSO CONCURRENCE, HAS THE CAPACITY TO AUTHORIZE THE PROJECT. MISSION DIRECTOR AND PROGRAM OFFICER HAVE SUBSTANTIAL DESIGN EXPERIENCE. MISSION HAS

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THE REQUIRED TECHNICAL SKILLS WITH THE RECENT ARRIVAL OF THE MISSION'S EDUCATION OFFICER AND THE A.I.D. RFP'S LONG EDUCATION BACKGROUND. AID/W IS WILLING TO PROVIDE GUIDANCE AND, TO THE MAXIMUM EXTENT POSSIBLE DIRECT FIRE SUPPORT AND ASSISTANCE IN OBTAINING APPROPRIATE CONTRACT SPECIALISTS TO ASSIST MISSION WITH TIMELY DESIGN OF THE READ PP.

RECOMMENDATION: THE FCPR RECOMMENDS THAT USAID/NAMIBIA, WITHOUT REDSO CONCURRENCE, DESIGN AND AUTHORIZE THE READ PROJECT. A-AA/AFR HEREBY DELEGATES AUTHORITY TO THE A.I.D. REPRESENTATIVE IN NAMIBIA TO AUTHORIZE THE READ PROJECT IN AN AMOUNT NOT TO EXCEED DOLS TWELVE MILLION. THE AD HOC DOA SHALL BE EXERCISED ON ALL THE TERMS AND CONDITIONS OF DOA 551, EXCEPT FOR THE REQUIREMENT FOR REDSO CONCURRENCE. HOWEVER, AID/W SUGGESTS THAT CERTAIN KEY REDSO OFFICES BE INVOLVED IN THE AUTHORIZATION REVIEW, INCLUDING THE RLA AND THE PDO. THIS AD HOC DOA COVERS AUTHORITY TO AUTHORIZE, BUT NOT TO IMPLEMENT, WITH REDSO CONCURRENCE. EAGLEBURGER

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CN: 20114
CHRG: AID
DIST: AID

TO RUEHVD/AMEMBASSY WINDHOEK PRIORITY 7098
INFO RUEHNR/AMEMBASSY NAIROBI PRIORITY 1358
BT
UNCLAS STATE 266972

AIDAC, NAIROBI, FOR REDSC RLA

I.O. 12356: N/A

TAGS:

SUBJECT: REACHING OUT WITH EDUCATION TO ADULTS FOR
DEVELOPMENT (READ), PROJECT NO. 673-0004

REF: A) WINDHOEK 2099; B) STATE 10692

1. AID/W CONCURS WITH MISSION REQUEST TO AUTHORIZE THE
READ PROJECT AT A USDOL 13.5 MILLION LOP LEVEL.

2. AID/W WISHES TO REMIND MISSION THAT THE HOST COUNTRY
CONTRIBUTION MUST STILL EQUAL AT LEAST 25 PERCENT OF THE
NEW TOTAL PROJECT AMOUNT. NAMIBIA IS NOT CURRENTLY
ELIGIBLE FOR A WAIVER OF THE 25 PERCENT REQUIREMENT.
UNDERSTAND FROM REFTEL A. PAPA 3 THAT ADDING USDOL 1.5
MILLION TO READ WILL NOT EFFECT EITHER THE PROJECT OR
PROGRAM MORTGAGE.

3. A-AA/AFR HEREBY DELEGATES AUTHORITY TO THE A.I.D.
REPRESENTATIVE IN NAMIBIA TO AUTHORIZE THE READ PROJECT IN
AN AMOUNT NOT TO EXCEED DOLS 13.5 MILLION. THIS AD HOC
DCA SHALL BE EXERCISED ON ALL THE TERMS AND CONDITIONS OF
THE DOA 551, EXCEPT FOR THE REQUIREMENT FOR REDSC

CONCURRENCE. THIS AD HOC DO COVERS AUTHORITY TO
AUTHORIZE, BUT NOT TO IMPLEMENT, WITHOUT REDSC
CONCURRENCE. EAGLEBURGER

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AID/AFR/SA/SALAN:BLANE:RH:READ,CBL
07/29/92 7-4228
AID/A-AA/AFR:JHICKS

AID/AFR/SA:KBROWN
AID/AFR/DP:JGOVAN

AID/GC/AFR:MAKLEINJAN (DRAFT)
AID/AFR/SA:RHARBER

PRIORITY WINDHOEK
PRIORITY NAIROBI

AIDAC, NAIROBI, FOR REDSO RLA

E.O. 12856: N/A

TAGS:

SUBJECT: REACHING OUT WITH EDUCATION TO ADULTS FOR
DEVELOPMENT (READ), PROJECT NO. 673-0004

REF: A) WINDHOEK 2099; B) STATE 10692

1. AID/W CONCURS WITH MISSION REQUEST TO AUTHORIZE THE READ PROJECT AT A USDOL 13.5 MILLION LOP LEVEL.
2. AID/W WISHES TO REMIND MISSION THAT THE HOST COUNTRY CONTRIBUTION MUST STILL EQUAL AT LEAST 25 PERCENT OF THE NEW TOTAL PROJECT AMOUNT. NAMIBIA IS NOT CURRENTLY ELIGIBLE FOR A WAIVER OF THE 25 PERCENT REQUIREMENT. UNDERSTAND FROM REFTEL A, PARA 3 THAT ADDING USDOL 1.5 MILLION TO READ WILL NOT EFFECT EITHER THE PROJECT OR PROGRAM MORTGAGE.
3. A-AA/AFR HEREBY DELEGATES AUTHORITY TO THE A.I.D. REPRESENTATIVE IN NAMIBIA TO AUTHORIZE THE READ PROJECT IN AN AMOUNT NOT TO EXCEED DOLS 13.5 MILLION. THIS AD HOC DOA SHALL BE EXERCISED ON ALL THE TERMS AND CONDITIONS OF THE DOA 551, EXCEPT FOR THE REQUIREMENT FOR REDSO

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CONCURRENCE. THIS AD HOC DOA COVERS AUTHORITY TO
AUTHORIZE, BUT NOT TO IMPLEMENT, WITHOUT REDSO
CONCURRENCE.

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U.S. AGENCY FOR
INTERNATIONAL
DEVELOPMENT

**ACTION MEMORANDUM FOR THE ACTING ASSISTANT ADMINISTRATOR FOR
THE AFRICA**

FROM: *JFR*/SA, Keith E. Brown *Robert*

SUBJECT: NAMIBIA - Approval to Increase the Life of Program
Funding for the Reaching Out with Education to
Adults (READ) Project (673-0004).

Problem: Your approval is required to increase the Life-of-
Project (LOP) funding for the READ Project from \$12 million
to \$13.5 million.

Background: USAID/Namibia's "Program Strategy Concept Paper
- FY 92 to FY 96" delineates basic formal and non-formal
education as one of two strategic objectives for the Namibia
Program (the other strategic objective is natural resources
management). The purpose of the READ project is to work
with Namibian non-governmental organizations/community based
organizations (NGOs/CBOs) and with the Government of the
Republic of Namibia (GRN) to: (a) strengthen their
institutional capacity to provide literacy, numeric,
vocational/income/life skills to illiterate and unemployed
adults and youth, and (b) contribute to the pluralistic,
long-term NGO/CBO role in promoting broad citizen
participation in Namibia's economic and social development.
It focuses on the out-of-school population of youth and
adults who did not receive formal schooling, and complements
the Basic Education Reform Program which seeks to strengthen
primary education through a sector assistance grant to the
Ministry of Education and Culture.

Discussion: USAID/Namibia has submitted a request to AID/W
for approval to increase the LOP funding for the READ
Project from \$12 million to \$13.5 million (Attachment 1).
This request is based on a detailed financial analysis
conducted by the contractor design team and confirmed by the
Mission. This \$1.5 million increase is required to finance
additional sub-grants to NGOs/CBOs, a project manager, a
financial accountant, and the integration of environmental
education awareness into the basic life skills project
component. The inclusion of environmental education in the
READ project will directly support the natural resources
management emphasis of the Mission's program strategy. This
additional funding will not affect either the project or
program mortgage, and will finance activities and inputs
that are in full conformity with the approved project
purpose.

The design of the READ project has been completed and it is scheduled to be obligated in August, 1992.

IV. Recommendation: That you: (1) sign this memorandum below approving the increase in the life-of-project funding for the READ project from \$ 12 million to \$ 13.5 million; and 2) sign the attached cable delegating authority to the Office of the A.I.D. Representative in Namibia to authorize the READ project for an amount not to exceed \$ 13.5 million.

Approved: *J. F. Harber*

Disapproved: _____

Date: 8/11/92

Attachment: Reference Cable: Windhoek 2099

Draft: AFR/SA:BLane:8/5/92:74228:\. .\Namibia\ .\READ.MEM

Clearances:

AFR/SA:RHarber	<u><i>RH</i></u>	date	<u>8/10/92</u>
GC/AFR:MAKleinjan	<u>(draft)</u>	date	<u>8/6/92</u>
AFR/DP:JGovan	<u><i>JG</i></u>	date	<u>8-10</u>

PROJECT AUTHORIZATION

Name of Country: Republic of Namibia

Name of Project: Reaching-out with Education for Adults
in Development (READ)

Project Number: 673-0004

1. Pursuant to Sections 496 and 531 of the Foreign Assistance Act of 1961, as amended, I hereby authorize the Reaching-out with Education for Adults in Development Project (READ) for the Republic of Namibia, involving planned obligations of not to exceed \$13.5 million in grant funds over a six-year period from the date of authorization, subject to the availability of funds in accordance with A.I.D. OYB/allotment process, to help in financing foreign exchange and local currency costs for the project. The planned life for the project is six years from the date of initial obligation.

2. The project consists of a range of training activities for poor, primarily black Namibians, designed to improve their skills in literacy, life skills, including environmental education, nation-building and income generation.

3. The Project Agreement, which may be negotiated and executed by the officer to whom such authority is delegated in accordance with A.I.D. regulations and Delegations of Authority, shall be subject to the following essential terms and covenants and major conditions, together with such other terms and conditions as A.I.D. may deem appropriate.

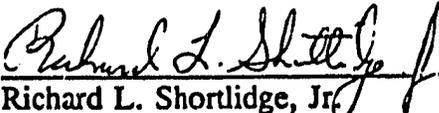
- a. The Cooperating Country agrees to use its best efforts to urge that trainees under the Project be selected from among historically, socially and economically disadvantaged Namibians, to the maximum extent practicable and feasible.
- b. The Cooperating Country agrees to use its best efforts to encourage Namibian non-governmental organizations and community based organizations to become, in their ownership, management and staffing, more representative of historically, socially and economically disadvantaged Namibians to the maximum extent practicable and feasible.

4. Source and Origin of Commodities, Nationality of Services

- (i) Commodities financed by A.I.D. under the project pursuant to Section 496 of the Foreign Assistance Act of 1961, as amended (the "Act"), shall have their source and origin in countries included in A.I.D. Geographic Code 935, except as A.I.D. may otherwise agree in writing. Except for ocean shipping, the suppliers of commodities or services financed pursuant to Section 496 of the Act shall have countries included in A.I.D. Geographic Code 935 as their place of nationality, except as A.I.D. may otherwise agree in writing. To the

maximum extent practicable, goods and services will have their source and origin in the United States. Ocean shipping, financed pursuant to Section 496 of the Act by A.I.D. under the Project shall be financed only on flag vessels of countries included in A.I.D. Geographic Code 935. This requirement is subject, however, to the 50/50 shipping requirements of the U.S. Cargo Preference Act and the regulations promulgated thereunder, which apply to the ocean shipment of commodities furnished by A.I.D. without regard to whether the shipping itself is financed by A.I.D.

- (ii) Commodities financed by A.I.D. under the project pursuant to Section 531 of the Act shall have their source and origin in the United States, except as A.I.D. may otherwise agree in writing. The suppliers of commodities, or services, including ocean shipping, financed pursuant to Section 531 of the Act shall have the United States as their place of nationality, except as A.I.D. may otherwise agree in writing.


Richard L. Shortlidge, Jr.
AID Representative

Date: September 17, 1992

Drafted: D. Keene/RLA September 16, 1992 (FAX) (draft)
Clearances: M. Johnson/PROG, September 17, 1992 (draft)
C. Lewis/CONT, CLL
B. Belding/HNRDO August 31, 1992 (draft)
C. Bryant/EXO, September 17, 1992 (draft) CLB

USAID/SOUTH AFRICA
FACSIMILE FORM

TO: Mark Johnson, Program Officer	SENT BY: ^{DKR} Donald Keene, RLA
COMPANY: USAID/Namibia	PHONE: (27-12) 211-245
FAX NUMBER: 061 227 006	FAX: (27-12) 323-6443
NUMBER OF PAGES: 01 only	OFFICIAL: <u> x </u> PERSONAL: <u> </u>
	EXO APPROVAL IF MORE THAN 10 PAGES

MESSAGE

September 16, 1992

SUBJECT: READ Project Authorization

1. This is to advise that the paragraph one of the subject project authorization document should be modified to change the planned period over which the grant is obligated from "seven" years to "six" years. The planned life of project can remain seven years.

FAX 810.
Chron
Read F.
READ
673.0004

Control No: FAX 810.
Date: 9/16
Referred: MRJ
Due:
Action: M
Date: 9/17
Initials: D
File: READ 673.0004
Remarks:

ABBREVIATIONS AND ACRONYMS

READ-ABR

AALAE	African Association for Literacy & Adult Education
ABS	Annual Budget Submission
AID	Agency for International Development
AIDS	Acquired Immunity Deficiency Syndrome
AID/F D/Ed	AID/Washington's Research and Development Office/Education
BERP	Basic Education Reform Sector Assistance Program
BRICKS	"Foundation for nation building"
CA	Cooperative Agreement
CAD	College of Adult Education
CB	Capacity Building
CBD	Commerce Business Daily
CBS	Capacity Building Specialist
CBO	Community-based Organization
CCN	Council of Churches in Namibia
CLWR	Continuation of Literacy Work Among Returnees
CORDE	Cooperation for Research, Development and Education (in Botswana)
DANFE	Department of Adult and Non-Formal Education
DAPP	Development Aid from People to People
DLO	District Literacy Officer
ECPR	Executive Committee Program Review
EEC	European Economic Community
EHAFO	Association for the Handicapped (means 'joy' in Oshiwambo)
ELCIN	Evangelical Lutheran Church in Namibia
FINNIDA	Finland Agency for International Development
FSN	Foreign Service National
FY	Fiscal Year
GRN	Government of the Republic of Namibia
HRDO	Human Resources Development Officer

HNRDO	Human and Natural Resources Development Officer
IFA	Invitations for Application
IIE	Institute of International Education, Washington DC
ILO	International Labour Organization
IMLT	Institute for Management and Leadership Training
IO	Implementing Organization
IQC	Indefinite Quantity Contract
LAC	Legal Assistance Centre
LIFE	Living in a Finite Environment
LOP	Life-of-Project
LTF	Literacy Trust Fund
MAWARD	Ministry of Agriculture, Water and Rural Development
MEC	Ministry of Education and Culture
MLRR	Ministry of Lands, Resettlement and Rehabilitation
MOHSS	Ministry of Health and Social Services
MWCT	Ministry of Wildlife, Conservation and Tourism
NALAE	Namibian Association for Literacy & Adult Education
NANGOF	Namibian Non-Government Organization Forum
NANGOS	Namibian Association of Non-Government Organizations
NBC	Namibian Broadcasting Corporation
NCCA	Namibian Community Cooperative Alliance
NCUL	Namibian Credit Union League
NDEC	Namibian Distance Education College
NDT	Namibia Development Trust
NFE	Non-Formal Education
NGO	Non-Governmental Organization
NGOMESA	NGO Management Network for East and Southern Africa.
NLP	National Literacy Program
NLPN	National Literacy Program in Namibia
NORAD	Norway Agency for Development
NPC	National Planning Commission

NISER	Namibian Institute for Social and Economic Research
PACD	Project Assistance Completion Date
PCV	Peace Corps Volunteer
PHC	Primary Health Care
PP	Project Paper
PPC	Project Policy Committee
PID	Project Identification Document
PIL	Project Implementation Letter
PIO/C	Project Implementation Order/Commodities
PIO/T	Project Implementation Order/Technical
PIR	Project Implementation Reviews
PMU	Project Management Unit
PSC	Personal Services Contractor
PSF	Private Sector Foundation
PSO	Personal Services Contractor
PT	Participant Training
PVO	Private Voluntary Organization
R	South African Rand (US\$ 1 = R2.80)
RDC	Rural Development Centre
READ	Reaching Out With Education to Adults for Development Project
REDSO/ESA	Regional Economic Development Services Office for East and Southern Africa
RLO	Regional Literacy Officer
RRC	Regional Resource Center
SADCC	Southern African Development Coordination Conference
SIAPAC	Social Impact Assessment and Policy Analysis Corporation (Pty) Limited
SIDA	Swedish International Development Agency
SOW	Statement of Works
SWAPO	South West Africa People's Organization
TOT	Trainer of Training
TUCSIN	The University Center for Studies in Namibia
UNDP	United Nations Development Plan

UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations International Children's Emergency Fund
UNIFEM	United Nations Institute for Females
USAID	U.S. Agency for International Development Mission to Namibia
USG	United States Government
WCC	World Council of Churches
WID	Women in Development
WUS	World University Service

DEFINITIONS

ADULT EDUCATION: A generic term which applies to any learning that is specifically tailored to developing knowledge, attitude, and skill needs of an adult outside of the traditional formal school education. It may follow a national or local curriculum and may take place in a classroom setting, usually with a skilled instructor. Skills and knowledge learned need not be immediately applied to the learner's situation. For the READ Project adult education is intended for any Namibian over the age of 14.

CAPACITY BUILDING: Approaches to strengthen the internal operations and efficiency of an organization or agent of change. It refers to improving administrative and management procedures, financial accountancy, communication networks, and other methods for delivering services. It usually involves in-service training of personnel, and needs identification and objectives-setting exercises by various levels of the organization.

COMMUNITY-BASED ORGANIZATION: An organization which is composed of members of a specific community to address specific issues within that community. It is usually smaller than a Non-Government Organization, and may or may not have corporate financial accountability. Being more localized, its management reaches its members directly and members may have more participation in the running of the CBO.

DELIVERY OF NFE SERVICES: An organization has personnel and materials to carry out training in specific skills and knowledge to groups of adults or with an organized body. The training caters to learning needs identified by the learner group and, if not, the delivery process helps to identify the needs. Delivery can be done through a series of progressive learning activities, or through specific instruction in a skill.

GRANT/COOPERATIVE AGREEMENT: A grant or cooperative agreement is in the nature of a gift by USAID to an entity in support of an agreed upon purpose. As such they may be used to support a nongovernmental organization whose activities are consistent with A.I.D.'s own objectives and who request financial assistance. Appropriate provisions may be attached to the instrument limiting the use of funds to stated objectives and imposing such other requirements to be met by the recipient as may be deemed necessary for prudent management of public funds. A Cooperative Agreement, as distinct from a grant, is an assistance instrument in which substantial involvement is anticipated between A.I.D. and the recipient during performance of the proposed activity.

INCOME-GENERATING: Refers to an activity performed for the purpose of realizing some financial reward based on marketing the product developed or service performed. It implies income that can offset part or all of the costs of living, and can also realize a profit as well as lead to financial self-sufficiency.

INNOVATIONS: Methodologies and appropriate technologies that provide efficiency, direct application, or cost beneficial ways of achieving objectives or disseminating information.. An innovative methodology might be to combine literacy learning with a group learning brickmaking, whereby the learners learn words, concepts, and numeracy skills connected to the building trades. Another innovation might be the development of a newsletter which contains steps on how to balance accounts or cost-effective ways to build a fence using local materials. Other innovations may be modularized learning packets for learning how to do a specific skill.

LIFE SKILLS: These include skills or know-how in managing the home, being effective parents, maintaining an adequate personal health status, applying measures for personal and family safety, finding assistance to exercise legal rights, understanding one's rights as a consumer, finding protection from domestic violence, finding solutions to conflicts, proper child health and safety, awareness of environmentally-sound practices, general primary health care and proper hygiene, and other life-coping skills.

LITERACY: The learning of reading and writing a language, its key words, concepts, and interpretative meanings of expressions, phrases, and sentences. It usually refers to learning, firstly, to read and write one's own mother tongue, and secondly, the national language. It can also include numeracy, or the understanding and interpretation of numbers and basic arithmetic as applied to life situations.

NATION-BUILDING: This refers to knowledge, skills, and processes of citizen's participation in deciding how people are to be governed in a democratic and participatory manner. It pertains to activities which engage communities in developing their own plans and methods of improving life in general, and determining the direction to be taken by their regional and national governments. Nation-building implies learning principles and practices of citizen participation, democracy, civic rights and responsibilities, key components of the Namibian Constitution, and voting procedures.

NONFORMAL EDUCATION: Learning which takes place outside of the formal education system, is usually learner-centered and engages learners in inquiry, problem-solving, and objectives-setting activities to arrive at a solution. It is most effective within a group learning context whereby members of the group learn from each other and collectively build confidence to find solutions. NFE results in skills which can be immediately applied to a life-coping or technical situation. It emphasizes the process of learning to arrive at a solution, and often defines the content to be learned depending upon group learning needs. There may or may not be a skilled instructor who acts as a facilitator of learning.

NONGOVERNMENT ORGANIZATION: An NGO is a private organization which generally is not-for-profit, and relies on membership donations, income-generating or other fund-raising activities to sustain its operations. It often relies on voluntary assistance from

its members as well and has a service function, as opposed to profit motive. NGOs are usually registered with the Government under a tax-exempt status, and have corporate financial accountability.

OUTREACH: This refers to extending information to others through group conferences or publications, and utilizing or sharing resources and facilities in carrying out program activities. The purpose of outreach is to expand a learning network wider and more efficiently.

PARTICIPATORY TRAINING: PT methods are activity-based and engage participants of a learning group in exercising skills through the direction of a facilitator. Learning sessions engage participants in interactive dialogue, sharing skills with one another, and applied skill exchange. There may be more than one facilitator in a learning group, and facilitators could be participants as well, directing a particular skill exercise. The training usually involves interactions of smaller groups of learners so as to allow for maximum sharing of ideas and skills.

SUBGRANT: An assistance instrument executed by an AID Grantee or Recipient with another eligible nongovernmental organization or entity in support of an agreed upon purpose, and funded through the primary grant or cooperative agreement. Subgrants may be subject to the same provisions and limitations as the primary grant or cooperative agreement.

I. PROJECT RATIONALE

A. BACKGROUND

Namibia became independent from South Africa on March 21, 1990, finally ending Africa's colonial era. Situated on Africa's southwest coast, Namibia is a predominantly arid country, bounded along the Atlantic Ocean by the Namib Desert, and to the east by the Kalahari Desert. The northern bush-covered plains include the fairly high rainfall areas of the Kavango and the Caprivi. Namibia is sparsely populated, with an area about twice the size of California (320,000 square miles) and only 1.4 million inhabitants.

Namibia was originally colonized and named South West Africa by Germany in 1890. By any standard, Germany's colonial rule was harsh and ruthless. South West Africa lost over 50 percent of its indigenous population during colonial wars around the turn of the century. Following Germany's World War I defeat, South Africa was mandated South West Africa in 1920 by the League of Nations. However, South Africa administered South West Africa as its "Fifth Province" imposing its odious apartheid system in the late 1940's as it increasingly codified economic, social and political separation. The United Nations resolved in the 1970's that continued South African administration of South West Africa (Namibia) was unjust and illegal. Internal opposition to the South African regime became more vocal and violent, and, with the independence of the Portuguese colony of Angola in 1974, fighters of the South West Africa People's Organization (SWAPO) began incursions across Namibia's northern border. South Africa responded militarily, setting up sizable military bases along Namibia's northern border and occupying large portions of southeastern Angola to prevent SWAPO from securing bases, and also to support the UNITA faction in Angola's protracted civil war.

In 1988, after 23 years of bush war, South Africa agreed to withdraw from Namibia as a quid pro quo for Cuba leaving Angola and free elections being held in both countries. SWAPO won the 1989 UN supervised Namibia's general election. Along with five opposition parties, SWAPO devised a model constitution, with an independent judiciary, freedom of speech, numerous checks and balances, and a bill of rights. Namibia's political future seems one of the brightest in Africa if not in the developing world.

Namibia's GDP was nearly \$2.0 billion in 1991. The World Bank classifies Namibia as a "lower middle" income country. Average GDP per capita is relatively high at \$1,400, but obscures one of the most unequal income distributions on the African continent according to the World Bank's "inequity scale". Only twelve countries worldwide have an income disparity greater than that of Namibia. Five percent of the population (predominantly white) earns nearly seventy percent of the GDP.

Namibia's economy is heavily dependent on a few primary commodity exports, including minerals (diamonds, uranium, copper, lead, silver), livestock (both meat and hides), and fishing. These three sectors accounted for 43 percent of GDP over the past five years and nearly 90 percent of exports. Formal sector unemployment is estimated at over 25 percent, disproportionately burdening the black population. The democratically-elected Government

of the Republic of Namibia (GRN) is following pragmatic economic free market policies, despite SWAPO's pre-independence Marxist/socialist ideology, to spur formal and informal sector growth in previously neglected regions and redress the inequities engendered by the apartheid era.

Growth of the Namibian economy was 5.1 percent for 1991, led by one-time expansions in the diamond and fishing industries. If these sectors are removed from the statistics, the remainder of the economy grew at a modest 1.6 percent, or half the rate of the annual increase in population. These mixed results for 1991 followed two years of actual decline in real GDP in 1989 and 1990. Inflation is high, with Windhoek consumer prices rising 17 percent in 1991. Namibian and South African inflation are linked by common use of the South African rand, which provides monetary stability but imported price rises. The Namibian economy remains highly integrated with that of South Africa. Three-fourths of Namibia's imports originate there, and Namibia's excellent transport and communications infrastructure are strongly linked with South Africa.

The Namibian economy holds enormous potential for the longer-term, based on its superior physical infrastructure (Africa's highest per capita infrastructure investments, even exceeding South Africa) and its extensive natural resource base including rich marine resources. Namibia will be a conduit for trade with southern and central Africa, as exhibited by recent opening up of trade links with Angola since the cessation of the civil war. Capital intensive mining operations, beef and hide production, deep-sea fishing and fish processing, and nature and wildlife-based tourism offer a wide range of outstanding economic prospects.

B. CONSTRAINTS TO NAMIBIA'S DEVELOPMENT

While Namibia's overall political and macro-economic structures are basically sound, severe social and income inequities have continued to put tremendous stress on this new, market oriented democracy. Independence has brought political freedom, but little has changed for the vast majority of Namibians, who remain economically disenfranchised. Despite the GRN's policy of "national reconciliation" and efforts to redress past allocations of public services based on race, Namibia will need at least a generation to overcome the terribly skewed socio-economic conditions.

1. Education and Training

Of 160 countries recently measured by the UNDP in its Human Development Report 1992, Namibia was ranked a poor 122 on the "human development index" (HDI). (The HDI combines national income, life expectancy and educational attainment to give a composite measure of human progress.) Of those countries considered "middle income" Namibia has the lowest HDI level, primarily because of low educational levels. Due to the vastness of the country and past apartheid policies, the GRN inherited an educational system that featured gross regional and racial disparities. Good quality schools exist in Windhoek and many other towns; mediocre to miserable schools are the norm in most rural areas. Outside the towns there are few teachers who have a high school education themselves. Nationwide enrollment ratios were low at all levels, and dropout rates were extremely high. At

independence, the number of students at the final grade of primary school was only half that of students at the entry level. Similar failure and dropout proportions exist at the secondary and tertiary levels.

Education in rural areas is provided primarily through public schools, various NGOs and the churches. Donor assistance often supported education programs sponsored through NGOs and churches, as pre-independence public schools were operated on strict racial lines. SWAPO and the UN ran schools for those in exile in the Congo, Angola and Zambia. Rote learning using the South African syllabus has been the typical technique used in public schools although that is now changing. The majority of Namibian children and adults have not been provided adequate and reasonable opportunity to learn and play a productive role in the economy and society at large.

Almost all quality vocational training in Namibia is conducted by large companies (mostly foreign) for their own specific needs. Reliance on South African and other expatriates for white and blue collar positions remains common. Namibia has a fledgling university, which was established on August 6, 1992, by an act of the National Legislature. "The Academy" in Windhoek served as the main body for tertiary education. The transition from the Academy to the new University of Namibia has taken considerable time and resources. In the meantime, much of Namibia's professional training will continue to be carried out in South Africa or in other countries.

Namibia's present education and training levels and existing systems of instruction are extremely poor and biased toward the well-to-do elements of society. Of all sectorial needs in Namibia, education and training clearly stand out as the most wanting. Also, the democratization of education and training is at the heart of Namibia's strategy to redress the socio-economic inequities of the past and to establish the foundation for long-run sustainable growth in the future.

2. Fragile natural resource base

Except for a few areas in the far northern sections of Namibia, the country has little arable land or surface water. The high inland plateau, sandwiched between two deserts, is adequate to sustain the production of cattle, sheep, goats and game. Most of the highlands are owned by commercial (white) farmers under freehold title. The less productive areas abutting the deserts are generally owned in communal fashion by black Namibians. This land use and ownership pattern clearly reflects Namibia's colonial and apartheid past. Furthermore, vast tracts of land are necessary to raise livestock without damaging the veld (grasslands) and water supply permanently. While recognizing the historical inequalities in land ownership, the GRN realizes that much care must be taken to avoid defoliation, overgrazing and exhaustion of Namibia's sensitive land. As in Zimbabwe and South Africa, land ownership is a highly sensitive issue with long-term sustained growth hanging in the balance.

Somewhat similar are the concerns over the large areas designated national parks. Unique desert settings and wildlife can provide the basis for a much expanded tourist industry. The desert environment is extremely fragile, however. A track created by a single vehicle can

remain hundreds of years, certain algae once stepped on will never recover and the Welwitschia bush, although having lived centuries, is extremely sensitive to human touch. Black Namibians were, by law, relegated to living in the least productive agricultural areas of Namibia and were restricted from using the national parks when South Africa administered the country. To better protect and utilize Namibia's special natural resources, enhanced awareness of environmental issues and their resolution must be instilled in all Namibians. Without a concerted effort to manage Namibia's resources in a manner beneficial to all, a growing population, free after a century of oppression, may unwittingly injure irreparably its most abundant asset.

3. Limited experience in democratic processes

For 100 years prior to independence, the majority of Namibians were subjugated by colonial and then apartheid governments imposed by outsiders. Initiative, economic as well as political, was always discouraged if not outright illegal. Most black Namibians never actively participated in the governance of their country prior to independence. The German and South African administrations were most often adversaries rather than representatives of Namibians' interests. Except those who participated in exile political structures and the transitional government, few Namibians have had the opportunity to decide on issues fundamental to their lives.

As outlined earlier, Namibia now has a model constitution and free market economy. SWAPO has adhered to democratic practices in governing the nation. Still, many Namibians must yet overcome their deep-seated hesitations about government's role and influence in their country. Given Namibia's past, it will take many years of effective administration to overcome Namibians' deep suspicion of government. NGOs (and the churches) continue to be seen as a strong bridge between grassroot communities and the provision of many services. To a certain degree, this situation is a legacy of Namibia's past. But the GRN, cognizant that it has a limited budget and that it cannot do everything for everyone all the time, truly encourages the development of responsible and responsive NGOs.

For Namibia to survive as a free market democracy, the population as a whole (especially those in rural areas) must gain practical experience in decision-making. Periodic national and regional elections must be held to underscore the democratic process. Civics and governance education must be increased so the theoretical underpinning of democracy and human rights are widely known and appreciated. Active participation in a wide variety of organizations, such as NGOs, will allow individuals to be exposed to democracy and its day-to-day workings. Finally, NGOs are a necessary element in Namibia's civil society to counterbalance as well as augment government initiatives.

4. Unemployment

As noted in the Background section, a high proportion of black Namibians (20 to 30 percent some 40 percent when accounting for both the formal and informal sectors) are unemployed. Like most of the world, Namibia is now in recession. Uranium and diamond prices are low. The drought affecting most of southern Africa has also dampened the prices of livestock,

Namibia's major agricultural output. Under more favorable international conditions, Namibia would still be severely constrained by its small domestic market which lends itself to oligopolistic practices and its close proximity to Africa's industrial powerhouse, South Africa.

According to World Bank and IMF studies, in the short and medium term, Namibia's employment and economic opportunities lie in fishing and in expansion of its fledgling informal sector. Prior to independence, black Namibians were first legally barred and then financially constrained from creating businesses. Apartheid essentially eliminated the informal sector, as it destroyed entrepreneurship and self-initiative, and built dependency on the white economy. Regrettably, apartheid and capitalism are frequently seen as the same in the eyes of many Namibians. In reality, apartheid was socialism for whites founded on the unskilled labor of blacks. Apartheid was the antithesis of free markets.

For more Namibians to enter meaningful economic life, only the most basic of business and economic skills are needed. The GRN is putting in place policies to stimulate the informal sector and the economy generally. Individuals must now have the opportunity to acquire the basic literacy and numeracy skills necessary to generate income.

5. Summary

Clearly there are other important constraints on Namibia's development -- poor health services, limited water availability, a high population growth, etc. Nonetheless, Namibia began its independence from a relatively good political and economic base. More and better education is the key to Namibia's long-term productivity gains. Better utilization of its abundant but fragile natural resources and reducing structural unemployment and sustaining one of Africa's few free market democracies are also elements central to Namibia's future. In recognition of its importance, USAID's development strategy in Namibia is built around support for basic formal and nonformal education.

C. RATIONALE

A comprehensive nonformal education project for adults must be fashioned to help:

- (a) accelerate the reduction in the number of illiterate and innumerate Namibians (estimated at 60 to 70 percent of the population or up to 1.0 million persons);
- (b) provide a wider skills base and augment the numbers of skilled black Namibians so that opportunities for economic advancement in the formal and informal sectors can be seized;
- (c) deepen the nascent democratic and free market structures and practices emerging in Namibia;
- (d) create an appreciation and awareness of the fundamental environmental issues Namibia faces and an understanding of appropriate development intervention

for sustainable and environmentally sound economic development; and

- (e) nurture the NGO network and appropriate parts of the GRN ((the Ministry of Education and Culture (MEC)/Department of Adult and Nonformal Education (DANFE)) to help relieve the educational backlog.

READ is designed as an umbrella activity in order to respond flexibly to local initiatives and priorities. The Summary of Analyses provides a detailed justification for this strategy. The purpose of that section is to explain the analytical process pursued in formulating the umbrella strategy, as well as the rationale for the Project's individual assistance components. These components, moreover, should be perceived as a dynamic focus which may be shifted to address changing circumstances or new information. Ultimately, the appropriateness of this strategy will determine the Project's actual impact on nonformal education for adults and on the processes of educational change in Namibia.

D. PROGRAM FACTORS:

1. A.I.D. Initiatives

Three of A.I.D.'s five current worldwide priorities are supported by READ -- Family and Development, Democracy and Natural Resources. READ fully complements the Agency's interest in expanding literacy, numeracy and vocational skills for social and economic development. Likewise, the Project strengthens the building of an equitable society by expanding democratic participation, practices and institutions. Finally, READ supports the better management of Namibia's abundant but fragile natural resource base.

2. Namibia Program Strategy

USAID's draft Program Strategy Concept Paper establishes the goal of the Namibian program as the "economic empowerment of historically disadvantaged Namibians through sustainable, democratic and efficient use of human and natural resources." This goal attempts to address, to varying degrees, all of the key impediments presented in the preceding section, Constraints to Development. The subgoal of "better skilled, more environmentally and democratically aware populace" extracts a manageable portion of the broader goal. "More and appropriately trained adults and youth," a strategic program objective, is directly relevant and fundamentally supported by READ. At the program target level, READ's purposes, discussed later in Section II, Project Description, are fully congruent with "improved and expanded NGO nonformal and environmental training".

The program strategy has two fundamental strategic emphases: education and natural resource management. The education emphasis is broken into two key elements: basic formal education and nonformal education. READ is the project which will provide assistance for nonformal education. READ will command 25 percent of all planned bilateral program funding or \$13.5 million of \$54.2 million, for the FY91 to 96 period. When likely regional and centrally funded activities are included (another \$12.5 million through 1996) READ still remains an important one-fifth of USAID's approved program level through the

planning period. Such an investment in nonformal education for adults and youth is entirely justified in USAID's draft Program Strategy Concept Paper FY92-96. State 080646 approved

human resource development as USAID's strategic priority. Nonformal education was viewed as a vital strategic element as "there was a compelling conceptual linkage between skills training activities of the proposed READ project, and post-training employment and income generation." AID/W has also agreed that "a focus on out-of-school or nonformal basic education for adults and youth, who have been bypassed by the formal basic education system [is] key to redressing...inequities...and opening up and broadening educational programs."

3. Regional and bilateral activities

READ is a "natural complement to what USAID is attempting to accomplish in its support for formal primary education reform," its highest strategic priority. The Basic Education Reform Sector Assistance Program (BERP) (673-0003/6) is the keystone of A.I.D.'s program in Namibia. Non-project assistance, in the form of untied budget support, is provided to the GRN based on reform at the primary school level. Reform will encompass curriculum changes, administrative streamlining, improved teacher training, school construction, etc., all with an aim to make Namibia's basic education (grades one to ten) more accessible, efficient and learner centered.

The \$10.5 million Namibian Living In A Finite Environment (LIFE) component of the Regional Natural Resources Management Project (690.0251-73) will support community initiatives which develop sustainable approaches to sound natural resource management. Activities will take place in Caprivi, both east and west, Bushmanland and the Etosha catchment areas. Like READ, LIFE will predominantly use the appropriate NGO network to provide assistance. Additionally, LIFE will put into practice at the community level many of the environmental education methodologies developed by and provided through READ's focus at the regional and national level. There is a clear division but complementarity between READ and LIFE, with both, in further conjunction with BERP, supporting the program's overarching human and natural resource goals.

Additional projects with which READ is interconnected are the bilaterally financed \$700,000 Namibia component of the ATLAS project (693-0463.73) and an anticipated \$1.3 million series of centrally funded 116(e) Human Rights grants. These projects are estimated to total \$2.0 million over the FY91 to FY96 planning period. ATLAS will finance the U.S. tertiary education for at least fourteen historically disadvantaged Namibians. Education, including formal and nonformal curriculum development, educational planning and management and teacher education will be the core of this program. Priority will be given to those who are or will be instructors at teacher training institutions and the Faculty of Education at the University of Namibia. With the return of these US graduates, the education system, both formal and informal, will be improved. Similarly, human rights activities over the program strategy planning period will emphasize the development of democratic institutions and practices. There is a clear interplay between the participatory approaches employed under

READ and the aims of our human rights activities, supported as targets of opportunity.

4. GRN development strategy

The Project is fully consistent with the GRN's policy on formal and nonformal education, outlined in the White Paper on National and Sectorial Policies. That paper establishes education as one of three key national priorities and outlines a framework for reorientation, reform and redirection of the country's education system. The GRN's policy on nonformal education follows:

"To establish a national nonformal and vocational training system with the objectives of:

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

With more than one million Namibian citizens functionally illiterate, basic literacy is a certain prerequisite for social and economic development, and meaningful participation in national life. Against this background, MEC's adult nonformal education programs are aimed at reaching some 20,000 persons yearly to the turn of the century. NGOs are also expected by the GRN to reach 15,000 or more people annually in their programs. If this goal is to be achieved, the GRN alone will invest some \$3.0 million yearly in adult literacy programs of the MEC and the Ministry of Labor and Manpower Development. A number of GRN projects are already underway and new ones will be started soon.

Local NGOs are actively involved in the field of informal education. Many already receive some outside funding and almost all have strong relations with the GRN. For example, the Rossing Foundation runs eleven adult training centers, including three on farms with boarding facilities. Training is offered in agriculture, practical skills training and English language training. There are also many other NGO activities which are widely spread over the country, such as the Namibia Literacy Program, Council of Churches Skill Training Projects (English Language Unit), Namibia National Teachers Union, Namibia National Students Organization, Namibia Primary Teachers Project, etc. Projects range from community based schools, self-help type of literacy activities and skills development training, including environmental awareness campaigns on grassroot levels. Through these NGOs and many others, the local communities are being continuously empowered to take decisions and initiatives regarding nonformal education without GRN interference.

Given their limited resources and the huge backlog in literacy and vocational training, the

GRN and NGOs require outside assistance to implement their activities. READ will provide assistance to an educational subsector severely underfinanced, but fully in concert with GRN national priorities.

5. Other Donor Activities

The GRN's foreign assistance program is coordinated by the National Planning Commission (NPC). A pre-independence donors' conference in 1990 for the planning period ending 1994 yielded international assistance pledges totaling \$696 million. However, to date less than half these resources have materialized. The USG has emerged as the third largest donor, behind Germany and Sweden.

Since independence, Namibia has joined most major international organizations, including membership in the Commonwealth, World Bank, the IMF, the African Development Bank, etc. However, with the exception of education, there has been little formal donor coordination. Most sectors are assisted by a single donor, making detailed cooperation unnecessary. Namibia, displaying conservative fiscal judgment, has not accessed available World Bank and IMF credits.

There are a few donors in the field of vocational and nonformal education. The British (ODA) have supported English courses, a distance education consultant, and consultants for trade testing; Norway (NORAD) is assisting marine and fisheries vocational training; Sweden (SIDA) is providing support for Adult Education Training Centers, a consultant on literacy and adult education development, and a consultant on prevocational and technical training; Finland (FINIDA) assists the Adult Education Training Center in Rundu, supports prevocational and practical skills development, and finances a study on unemployed women in Katutura. The total investment to date by foreign donors in nonformal education is only \$2.0 million. An informal survey of donors has confirmed that no additional international resources are planned for nonformal education in the next 3 to 5 years.

READ's aim is not to create a mechanism to coordinate donor activities in nonformal education. Networking will be left to NGOs and the various institutions of GRN. However, there will be regular consultation with other donors in the sector, as has been the case since the start of the Project design process last year. Donors active in literacy, skills development, environmental education, vocational training and women's programs and other activities related to READ will be consulted periodically throughout the Project implementation. This process will ensure that the Project remains in line with overall national development priorities and will help avoid duplication. The consultative process will be carried out both directly by USAID and through the Project Steering Committee. An important feature of the Project is the development of a network of all GRN and NGO players active in nonformal and vocational education.

II. PROJECT DESCRIPTION

A. PROJECT GOAL, PURPOSE AND OUTPUT

As detailed in the Project Log Frame (Annex B), presented below are key Project objectives and motivations:

- GOAL** An estimated 40,000 disadvantaged adult Namibians (14 years and older) able to improve the quality of their lives through access to education and training.
- SUBGOAL** Improved literacy/numeracy, life, income-generation, nation-building and democratization skills for disadvantaged adult Namibians.
- PURPOSE** Strengthened institutional capacities of (a) NGOs to supply adult nonformal education and training services to disadvantaged Namibians; and (b) the GRN to develop, implement and coordinate nonformal education policy.
- OUTPUTS**
1. Some 25 NGOs providing relevant and cost-effective nonformal education and training programs;
 2. MEC/DANFE providing nonformal education and training policy leadership and technical assistance;
 3. Increased number of disadvantaged adult Namibians with access to nonformal education and training services as well as post-training support services; and
 4. Increased capacity in Namibia to undertake research in nonformal education.

B. PROJECT COMPONENTS AND INPUTS

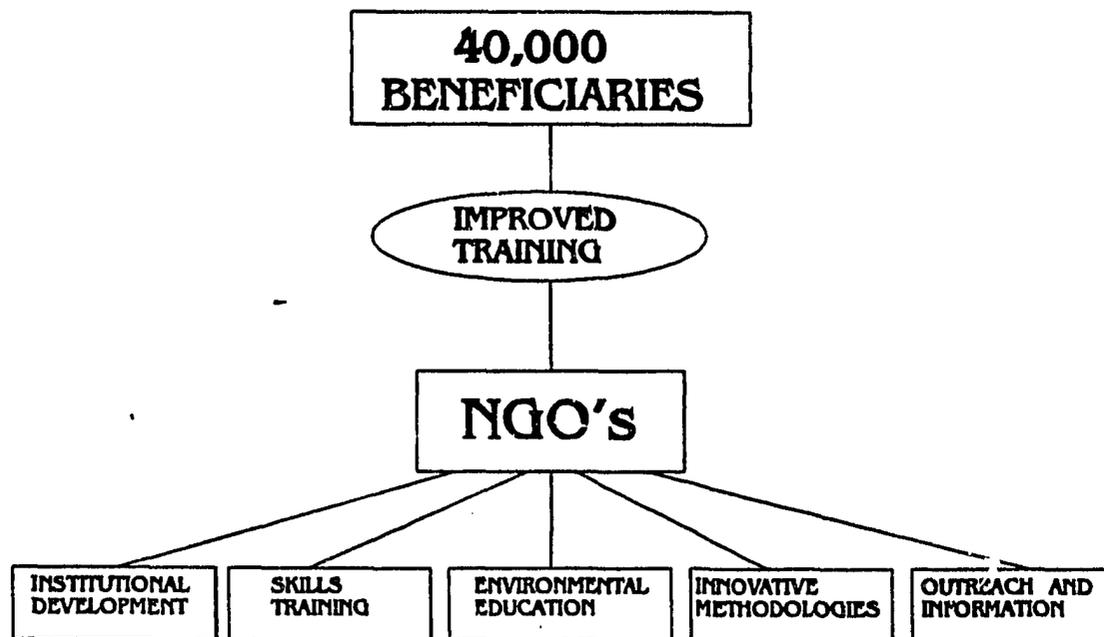
To logically group Project concepts, as well as for USAID administrative ease, the Project consists of two separate but closely interrelated components -- NGO-based Nonformal Education and Training, and Project Coordination and Guidance. The complex nonformal education problems facing Namibia dictate that inputs funded under the NGO-based Nonformal Education and Training component will seldom support only a single Project output, but in most cases will lead to several (or even all) anticipated Project outputs. The NGO-based Nonformal Education and Training component has five subcomponents, described later in this section, which function together in an integrated approach to NGO institutional development and the provision of nonformal education training to adult Namibians. The second component, Project Guidance and Coordination, will supply needed expertise and training to support all aspects of Project management and direction. There are three key subcomponents within the Project Guidance and Coordination component. That both components may provide the same input (e.g., technical assistance) is a reflection of the

multifaceted approach needed even to begin to have an impact on the backlog of needed skills development in Namibia.

The estimated budget for four of the five subcomponents of the NGO-based Nonformal Education and Training component has been derived by evaluating a number of relevant factors, including: (a) nature and financial value of 21 proposals possessing prima facie merit received by USAID at the time of Project design (see Annex L, Profiles of Project Proposals), with extrapolations being utilized to Project likely trends over six years; (b) assessments by Namibian and foreign educators and others possessing relevant knowledge of the different subcomponents' relative importance in an overall strategy of nonformal education development in Namibia; and, (c) the relative strengths/weaknesses of existing institutions and programs operating in each subcomponent area. While somewhat imprecise given the underdevelopment of the nonformal education institutions, such indicators provide a conceptual and financial basis for the component budget. The Environmental Education subcomponent of the NGO-based Nonformal Education and Training component and the entire Project Guidance and Coordination component have fully detailed and confirmed costs. They have been developed to balance costs with required Project administrative and financial controls. More specific cost projections and underlying financial assumptions are provided in Annex L, Profiles of Project Proposals, while annual cost estimates for each Project component for six fiscal years 1992 - 1998 are found in Section IV, Cost Estimates and Financial Plan.

C. NGO-BASED NONFORMAL EDUCATION AND TRAINING

The NGO-based Nonformal Education and Training component will provide direct assistance to NGOs which, in turn, will better train some estimated 40,000 Project beneficiaries. The chart below illustrates how the five subcomponents will work in unison to supply improved literacy/numeracy, life, income-generation, nation-building and democratization skills, through strengthened NGOs, to disadvantaged adult Namibians.



The mix and degree of assistance needed by each NGO participating in READ will vary; NGOs are at different stages of development. The PVO and the Steering Committee (see Section V, Implementation Plan) will determine existing and potential capacities of individual NGOs and allocate subgrants in a reasonable and responsible manner which builds further organizational and training capacity. The following subcomponent descriptions discuss the NGO characteristics supported by the Project. All A.I.D. assistance inputs for the entire NGO-based Nonformal Education and Training component are included in the Subgrants (\$4,155,000) and Environmental Education (\$1,500,000) budget line items (see Annex N, Table 1, Sources and Uses of Funds of the Project).

1. Institutional Development

In order to supply more and better nonformal adult education, NGOs seek to strengthen and develop appropriate structures and operations within their organizations. A.I.D.-financed inputs for the NGO institutional development subcomponent are detailed below:

- (a) Technical Assistance to help:
 - (i) plan, execute and evaluate overall NGO organizational development;
 - (ii) devise personnel systems, compensation plans and recruitment procedures;
 - (iii) regularize and formalize management and decision processes;
 - (iv) prepare long-term plans and prepare corresponding funding proposals;
 - (vi) maintain community acceptance and credibility;
 - (vi) innovative and relevant methodologies for adult learning; and
 - (vii) post-training support services.
- (b) General Support to offset recurrent expenditures (salaries, travel, telephone, office rental, per diem, etc.) for nonformal education and training operations.
- (c) Commodities to improve institutional efficiency through the purchase of copying machines, typewriters, computers, fax machines and other equipment and supplies.
- (d) Training to upgrade the adult learning techniques, knowledge and skills base of key permanent employees, members and leaders of NGOs through short-term studies at Namibian or regional universities, institutes and associations. (Long-term training will not be financed through subgrants, but may be available to NGOs on an exceptional basis through PVO-administered participant training.)

Institutional weakness is a common phenomenon among NGOs, and institution-building will be particularly important for numerous subgrantees under the Project. In deciding what mix of the above inputs are appropriate for particular subgrantees, the PVO will conduct individualized analyses of such subgrantees, including examinations of personnel structure and quality, efficiency of planning and decision-making processes, financial posture, capacity to respond to constituent needs, organizational structure, and so on.

2. Skills Training

Given the myriad of socio-economic problems besetting disadvantaged adult Namibians, a smorgasbord of skills training is needed and sought. Section I (Project Rationale, B., Constraints to Namibia's Development, and C. Rationale) details the historic deficiency and long-term development importance of training in the areas of literacy/numeracy, nation-building/democracy, life, income-generation and environmental education. (Subcomponent three deals with environmental education as a separate training need.) The Skills Training subcomponent is broken down into four essential areas as evaluated and recommended in the Nonformal Education, Economic, Social Soundness and Administrative Analyses.

(a) Literacy/Numeracy

This skill area is the highest priority in a country where 60 to 70 percent of the populace is illiterate or innumerate. Almost all additional skills require a modest level of literacy. NGOs that provide training in this area include the Literacy Trust Fund, Council of Churches in Namibia, Namibia Literacy Program, the Rossing Foundation and Nyae Nyae Development Foundation, among others. NGOs seek improvements in the following:

- (i) methods and materials for teaching adults communicative reading and writing skills in local languages and English in response to the needs of the learner groups themselves.
- (ii) liaison with MEC/DANFE education and Namibia Literacy Program to coordinate and develop programs that are consistent with the literacy goal of 80 percent literate by the year 2000.
- (iii) developing specific numeracy learning programs directed towards improving business skills among aspiring small entrepreneurs, semi-literate managers of development programs, and NGO administrators.

DANFE's contribution (see Section IV, Cost Estimates and Financial Planning, B., Host Country Contributions) will be greatest for this subcomponent as well as overall Project management.

(b) Nation-building/Democracy

During Project design, a survey carried out among NGOs identified nation-building/democracy skills training second only to that of literacy/numeracy. Disadvantaged Namibians now have the opportunity to manage their own development. Under the debilitating pressures of colonialism and apartheid, many Namibians were unable to work in a cooperative fashion through an NGO network; the interests of many NGOs still remain different today, such healthy divergence of priorities and autonomy in an independent Namibia are important elements to test the concepts and practices of participation in a democratic society. The Project will, therefore, impart through NGOs, nation-building/democracy skills by a combination of democratic modeling, course content, participative activities, production of materials and applying skills in problem solving, negotiation and conflict resolution. Potential NGOs that will deliver training in these areas

include the Foundation for the Advancement and Support of Education in Namibia (FASE), the Namibia Foundation, NNPCC, the Legal Assistance Center, among others.

(c) Life

Training in life skills such as child care and nutrition, AIDS education, civic education, legal rights, consumer rights, utilization of available public and private facilities and services, etc. was identified during the PID design process as an area of priority concern. Under apartheid and due to the vastness of Namibia, many communities were and remain completely isolated from information and services which related to their basic informational needs. Life skills are essential to permit the rapid utilization of services and opportunities provided in newly independent Namibia as well as contribute toward stronger grassroots development.

The Social Soundness and Nonformal Education Analyses (see Annexes I. and E.) indicate that the vast majority of the Namibian populace has had little education or exposure to basic information and skills which can lead to an improved quality of life. Additional life skills include: home management, parenting, citizens rights, legal rights, consumer rights, primary health care and safety, AIDS prevention, environmentally-sound practices, and other life-coping skills. NGOs that have been identified as able to offer training in life skills include: the Namibia Clay House Development Project, Namibian Sport and Recreation Center, the Namibia Women's Center, the Rossing Foundation, and the Legal Assistance Center, among others.

(d) Income Generation

Opportunities for black Namibians to learn and exercise technical and business skills to earn income and gain employment have been essentially stifled and suppressed in the past. A key motivation for learning among most disadvantaged Namibians is an economic one. For this reason, the Project aims to develop opportunities for adult learners to acquire skills to realize financial rewards. Income skills encompass empowerment and project planning so that Namibians can establish more efficient, effective and self-sustaining community or cooperative based projects. NGOs that can offer training for income-generating skills are: the Private Sector Foundation, the Institute for Management and Leadership Training, EHAFO, the Rossing Foundation and U-Do-Trust.

A.I.D.-financed inputs for all four areas of the skills training subcomponent include:

(i) Technical Assistance to help:

- (1) evaluate specific training needs and demands;**
- (2) devise cost-effective, relevant and sustainable training methodological approaches;**
- (3) determine rationale growth strategies for the provision of training in and between skill areas; and**

- (4) select skills training most appropriate to community needs and desires taking into account NGO organizational strengths and weaknesses.
- (ii) General Support to finance recurrent costs (salaries, travel, telephone, classroom rental, per diem, etc.) for specific skills training programs. (No buildings will be purchased.)
- (iii) Commodities to expand outreach and training effectiveness through the procurement of audio-visual equipment, vehicles, instructional materials and other training supplies.
- (iv) Training to expand the knowledge and experience of trainers and other essential personnel through short-term studies in Namibia or the southern Africa region. (No long-term training will be financed.)

The PVO and Steering Committee will closely review and examine the combination of inputs provided to NGOs under this subcomponent.

3. Environmental Education

This subcomponent, to be implemented under a cooperative agreement with the Rossing Foundation, a Namibian NGO closely connected to the LIFE project (hence its separate treatment from other skills training), has two major foci. The first is the community-based nonformal environmental education program. This activity will be implemented in at least four (4) rural areas and complements similar community-based initiatives under the LIFE Project which will take place in Caprivi and Bushmanland. The areas are also likely to include Damaraland/Kaokoland and Owamboland, but these will be specified later, and will build upon indigenous knowledge and practices to develop and institute environmental education materials and programs. The goal is to empower local people to sustainably manage and economically benefit from their natural resources. The Rossing Foundation will implement this program through subgrants to NGOs already working in rural communities: these include organizations such as the Save the Rhino Trust, NASOK-NARREC, the Nyae-Nyae Development Foundation, Integrated Rural Development and Nature Conservation (IRDNC), and the Desert Ecological Research Unit (DERU).

The second central environmental education activity will meet the constraint presented by a lack of a coordinated national strategy for formal and nonformal environmental education.

Currently there are activities taking place in the GRN, a few NGOs are active and various international donors are preparing to increase assistance in this sphere. The Rossing Foundation will create a national network of public and private organizations working in environmental education and assist with the formulation of a national association. Details will flow out of a national conference to be held in late 1992 or early 1993. The association will support the activities of wildlife clubs in schools, rationalize the overlapping activities of the MWCT and MEC in formal and nonformal outreach and curriculum development, and establish a desktop publishing unit for production of materials for use in the community-based environmental education program activities and to support the activities of the national association.

- (a) Technical Assistance to help:
 - (i) develop a nationwide environmental education curriculum;
 - (ii) establish the policies and procedures of a national association; and
 - (iii) advise the Rossing Foundation on the financial aspects of subgrant management.
- (b) General Support to offset The Rossing Foundation's and subgrantees' recurrent expenses associated with environmental education (salaries, travel, communications, office rental, per diem, etc.). Limited support for low-cost environmental education facilities at community level plus renovation of regional environmental education facilities.
- (c) Commodities -- to produce needed educational materials, computer and printer equipment for publishing will be purchased.
- (d) Training -- to develop the skills base of key environmental education personnel, short-term training in Namibia and elsewhere will be financed. Ten long-term scholarships (3 to 4 years) will be provided by the Rossing Foundation for approved degree study in fields allied to and associated with natural resources management and environmental education.

4. Nonformal Education Methodologies

READ will emphasize participatory and relevant approaches to training which engage adults in active learning, in the sharing of experiences and ideas and in the regulation of simple, practical skills. The fourth subcomponent is, therefore, designed to assist NGOs to move away from traditional classroom techniques and to employ training methodologies more appropriate for adult learners in nonformal settings. Because of its history, much of the methodology employed in Namibia is derived from South Africa, which has not been at the forefront of educational innovation. Yet, new nonformal education technologies and methodologies have flourished under the more egalitarian values and practices of participatory education introduced elsewhere in the region, e.g., Botswana and Zimbabwe. Training will, therefore, encourage learning through activities that teach questioning, value identification, active participation and self-reliance. READ will finance activities which lead NGOs to a better understanding of, increased experience with, and more expertise in non-directive, well focused, learner-centered, participatory teaching techniques. Subcomponent inputs are:

- (a) Technical Assistance -- to introduce and describe new adult teaching and learning approaches effective in other developing countries; to institute appropriate changes and modifications in nonformal education curriculum offered by Namibian NGOs; and, to monitor and evaluate the success of a new learning and teaching methods;

- (b) **Training** -- to visit institutions in Namibia and elsewhere in the region which employ participatory teaching systems; and to study in Namibia, the region and the United States, on a strictly short-term basis, new methods of adult teaching and learning.
- (c) **General Support** -- to finance costs (salaries, travel, per diem, etc.) associated with introduction of new teaching methods.

5. Outreach and Information

The final subcomponent of the NGO-based Nonformal Education and Training component will improve and strengthen networks among NGOs and with the public sector. Given the geographical distribution of the population in Namibia, information flow is difficult and represents a serious development constraint. The flow tends to be limited from Windhoek out. NGOs that may be most active in networking and information sharing are the Private Sector Foundation and the Nationhood Coordinating Committee. To organize and strengthen networks among NGOs, and to enhance and deepen the content of their discussions with the GRN and within the NGO community, the following inputs are required:

- (a) **Conferences/Workshops/Seminars/Meetings/Forums/School Programs** -- to facilitate communication between NGOs and the broader black community, the private sector, the GRN, foreign governments; for aspiring workers and entrepreneurs, to discuss and communicate ideas, concepts, recommendations, actions, progress, results and findings concerning black economic development; and, to discuss GRN policy in nonformal education and to interact with GRN policy maker;
- (b) **Technical Assistance** -- to research, validate, formulate and support decision-making and position-taking on key nonformal education issues.
- (c) **Training** -- to aid exchanges with similar support organizations in Namibia and other countries in Southern Africa.
- (d) **Publications and dissemination** -- to produce and circulate studies, books, statements, shadow policy papers, conference resolutions and minutes, and newsletters, both foreign and local, which disseminate research, findings, conclusions and recommendations regarding nonformal education and development.

D. PROJECT COORDINATION AND GUIDANCE

In addition to direct assistance to NGOs, the complexity of the Project requires a separate management component that provides long and short-term technical assistance and training in support of the Project. Because of the dynamic educational environment in Namibia, the number of expected subgrants, Project management demands, and the wide scope of the Project, assistance is required to:

- gather, review, analyze and catalog information and data on nonformal education development;
- undertake and prepare required subsectoral and individual subgrant analyses;
- detail and refine Project plans and strategies;
- introduce new concepts and ideas;
- assist in the monitoring and evaluation of funding proposals and approved subgrants;
- pursue concrete linkages and coordination among the NGOs funded under the Project;
- help define scopes of work for diverse studies/analyses, and the technical assistance and training required for each Project subgrant;
- help in the organization and logistics of international exchanges and institutional arrangements; conference and seminar planning, coordination and attendance; and international and local training;
- monitor, evaluate, and adjust Project activities to reflect initial results, new thinking and changing circumstances;
- select long-term DANFE (and as especially approved, NGO) participants, and arrange for and manage their U.S. long-term studies;
- identify short-term training programs in the U.S. for GRN and NGO staff; administer such training programs; and
- identify and follow up opportunities to further strengthen NGOs.

To accomplish the above, the Project Guidance and Coordination component will fund the following:

1. USAID

(a) Personnel

- A US PSC Project Manager for six years to assist the HNRDO with the overall management and coordination of the Project (five years split funded with LIFE, one year fully funded by READ);
- A Namibian FSN Project Accountant for six years to assist the PVO and USAID HNRDO's office with all Project financial matters (five years split funded with LIFE, one year fully funded by READ);

- Two Namibian FSN Project Assistants for five years each to assist the US PSC Project Manager and HNRDO guide the Project and to regularly coordinate with NGOs (one position split funded with LIFE, one fully funded by READ); and
 - One Namibian FSN Secretary for six years to handle all USAID clerical, filing and typing for the Project (five years split funded with LIFE, one year fully funded by READ).
- (b) Commodities -- The Project will finance a 4x4 vehicle, computer equipment and office furniture for use by the above Project funded staff.
 - (c) Audits -- Due to the umbrella nature of the Project, A.I.D.'s financial management policies and the number of participating NGOs, USAID will have significant financial review and audit responsibilities. Accordingly, sufficient resources have been set aside for contracts with the local affiliates of internationally recognized accounting firms to conduct the requisite work.
 - (d) Evaluations -- Two evaluations are planned, the first in FY95 and approximately six months prior to December 31, 1998 PACD (see Section VIII, Monitoring, Auditing and Evaluation for details.)

2. PVO

The PVO is central to the success of READ. Most programming and financial responsibilities with both USAID and the NGO network fall to the PVO. To provide needed guidance, control and coordination, the PVO will require the following inputs:

- (a) Personnel
 - An American Chief of Party for three years to select, monitor and evaluate NGOs. This individual will be responsible for relationships with the Steering Committee, USAID and the leadership of NGOs.
 - One American Financial Manager for the first three Project years to establish subgrant control, budget and disbursement systems.
 - One Namibian Accountant for the final four years of READ, one year overlapping with the American Financial Manager, to maintain the subgrant financial system.
 - One Namibian Project Manager for six years to first assist the Chief of Party in instituting PVO systems and then, during the last three years of the Project, to assume the responsibilities of the Chief of Party.
 - One Namibian Secretary and one Namibian Driver to undertake all PVO typing, filing, and administrative and logistical work.
- (b) Short-term Technical Assistance -- The PVO will provide expertise in areas which cut across the Project and are of universal interest to the NGOs. The

Chief of Party will determine for what and when such Project level technical assistance is appropriate. Short-term technical assistance will be combined with PVO-sponsored conferences and seminars.

- (c) Short- and Long-Term Participant Training -- The PVO will help select, finance, manage and coordinate five two-year Masters level scholarships for DANFE personnel at U.S. universities. Funds will also be available to send senior DANFE and NGO staff to the U.S. for short-term training in nonformal education.
- (d) Commodities -- The Project will finance one 4x4 vehicle for use by the PVO.
- (e) General Support -- The PVO will require funding for office rental, equipment and supplies; for vehicle operating costs; for utilities; for overhead and home office costs; for travel and per diem; for subgrant audits; and, for other essential expenses.

3. DANFE

The GRN will not receive any Project funds directly. However, as noted above, senior MEC/DANFE and MWCT staff will be invited to a number of conferences, seminars, forums, and workshops hosted by the PVO. Travel and per diem expenses for GRN employees may, in certain instances, be paid by the PVO. Likewise, the PVO will make available to DANFE personnel five long-term Masters degree scholarships and numerous short-term training opportunities.

III. SUMMARY OF ANALYSES

INTRODUCTION

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

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

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

A. NONFORMAL EDUCATION (ANNEX E)

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

1. The Public Sector

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

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

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

2. NGOs

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

(a) Macro-NGOs

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

(1) The Rossing Foundation

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

(2) Namibia Council of Churches (CNN)

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

(b) Medium-sized NGOs

Several key NGOs have experience in serving primarily rural, destitute populations, but also have expressed the need to strengthen their capacity to carry out more effective training. Some of these NGOs, like the Private Sector Foundation or the Institute for Management and Leadership Training, solicit funds on behalf of smaller NGOs or run their own projects with community-based groups. They aim at capacity building, and can reach a wide sector of disadvantaged groups. Other NGOs eligible for capacity strengthening and improved service

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

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

(c) Smaller NGOs

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

3. Other Project Activities

Because of information sharing and spread of influence, it is expected that some organizations may come forth with specific requests for training that have not been anticipated, e.g., a farmer's association request for assistance in developing its newsletter. An analysis of the status of environmental education in Namibia determined that it is a new concept for most of the populace, there is no national strategy to address the subject nor adequate funding, materials, and infrastructure. There is also a lack of qualified and experienced environmental educators. Environmental and natural resources laws and policies also mitigate against acceptance of the concepts and participation of much of the rural communities. Such a situation is inconsistent with Namibia's Constitution. Opportunities exist for incorporating environmental issues into the activities of many of the NGOs through the environmental education cooperative agreement to the Rossing Foundation and the establishment of closer links between the MWCT and the MEC.

4. Conclusions

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

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

B. FINANCIAL ANALYSIS (ANNEX F)

The financial analysis concludes the following:

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

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

C. ECONOMIC ANALYSIS (ANNEX G)

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

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

1. Institutional Development

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

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

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

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

2. Skills Training and Environmental Education

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

3. Employment Issue

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

4. Democracy, Citizens Rights and Nation-Building

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

5. Urgency

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

6. Appraisal and Evaluation

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

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

7. Nonformal Education Methodologies

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

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

8. Outreach and Information

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

9. Conclusion

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

D. SOCIAL SOUNDNESS (SEE ANNEX I)

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

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

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

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

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

E. INSTITUTIONAL ANALYSIS (SEE ANNEX J)

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

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

2. Several issues are raised in the analysis:

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

3. Conclusion

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

F. ADMINISTRATIVE ANALYSIS (SEE ANNEX K)

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

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

G. GENDER ANALYSIS (SEE ANNEX H)

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

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

1. Women have not been primary participants in, nor beneficiaries of, national or local development efforts. 60 to 70 percent of women are thought to be illiterate. Over 50 percent of households are female-headed. About 75 percent of women are unemployed. Since male unemployment and undereducation are equally acute, the READ Project will need to find a balance which serve the developmental needs of both genders.
2. Women have major responsibility for child rearing, paying school fees and health care. These duties conflict with resources and time available for skill building, literacy study, and other opportunities to learn life skills. Programs which involve both men and women must identify ways in which both genders can share resources of time, energy, and finances.

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

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

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

H. CONCLUSIONS

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

IV. COST ESTIMATES AND ILLUSTRATIVE FINANCIAL PLAN

A. The Budget

The budget for the READ Project is presented in Annex N, Tables I through VI. The estimated overall cost of the six year Project is \$17.6 million. It is planned that A.I.D. will provide \$13.5 million (\$10.5 million DFA and \$3.0 million ESF); the host country contributions are expected to equal or exceed the equivalent of \$4.05 million.

The Project will be implemented through two cooperative agreements: one with a competitively selected PVO and the other with the Rossing Foundation. None of the funds under the Project will actually be disbursed to or through the GRN. If the Project's budget is broken down by these various modes of implementation, the funds are expected to be allocated as follows:

	<u>Total</u>	<u>%</u>
PVO	\$ 8,979,312	67
ROSSING	\$ 1,500,000	11
USAID	\$ 1,811,692	13
Inflation/Contingency	<u>\$ 1,208,996</u>	<u>9</u>
TOTAL	<u>\$13,500,000</u>	<u>100%</u>

The cooperative agreement with the PVO will provide management support to the Project, long- and short-term technical assistance, long- and short-term participant training, workshops, conferences and subgrants to Namibian NGOs. Of the \$8,979,312 in this cooperative agreement, \$4,072,312 or 45 percent will cover the Project management support functions. This represents 30 percent of the LOP funding. When the USAID management component is added, the proportion of the Project going to cover management activities rises to 40 percent. Therefore, the bulk of approximately 60 percent of the financial resources will be used in direct support of the Project's goals and objectives. The subgrants to Namibian NGOs and the Rossing Foundation cooperative agreement total \$5,655,000 or 42 percent of Project funds with the other technical assistance and participant training claiming the balance.

The estimated \$13.5 million Project is planned to be obligated in tranches of \$3.8 million in FY 92, \$1.5 million in FY 93, \$1.5 million in FY 94, \$2.5 million in FY 95, and \$4.2 million in FY 96.

B. Host Country Contributions

In support of Project activities, MEC/DANFE and indigenous NGOs will make in-kind contributions totaling \$4,050,000.

The estimated host country contribution is summarized as follows:

<u>GRN</u>	<u>U.S. Dollar Equivalent</u>
MEC/DANFE	\$1,575,000
Sub-total	<u>\$1,575,000</u>
<u>NGOs</u>	
Rossing Foundation	\$ 708,750
Other NGOs	<u>1,766,250</u>
Sub-total	\$2,475,000
TOTAL	\$4,050,000

1. MEC/DANFE

DANFE's contributions consist of salaries, travel/subsistence, materials/supplies, transport, facilities and equipment/maintenance. These contributions, broken out by item and calendar year, are presented in Annex D and total an estimated \$1,575,000 for the LOP. DANFE will be particularly important to the success of the Steering Committee in guiding the Project. Likewise, DANFE will contribute significant resources to the development and refinement of national policies in literacy training. Finally, all NGOs which receive subgrants from the PVO will also secure ongoing assistance from DANFE to standardize programs and to introduce new training methods.

2. NGOs

The combined contribution of NGOs participating under READ is estimated at the equivalent of \$2,457,000. Exact amounts by inputs are not possible to determine at this point. The PVO will assure, however, that NGOs receiving subgrants will provide, in aggregate, contributions of \$1,766,250 or 30 percent of total Project costs (\$5,921,250) for subgrants. It is estimated that the Rossing Foundation will contribute approximately 32 percent or \$708,750 of the total Project costs (\$2,025,000) for the environmental education subcomponent. NGOs generally, and the Rossing Foundation specifically, are expected to contribute staff salaries, facilities, materials/supplies, transportation/subsistence and equipment toward the Project.

See Annex N, Table 1 for breakdown by Project Component.

C. Audits/Evaluations

Audits will be conducted each fiscal year for Grantees and Subgrantees, annually in accordance with the standard provisions of OMB Circular A133 for grants or cooperative agreements. Under new audit requirements all non-U.S. and non-governmental grantees and subgrantees receiving \$25,000 per year or more of A.I.D. funds in any one calendar year under a grant, are required to have an independent audit performed of the grant in order to determine whether the receipt and expenditure of the funds provided under the grant are presented in accordance with generally accepted accounting principles and whether the grantee has complied with the terms of the agreement. The independent auditor will be selected in accordance with the "guidelines for financial audits contracted by foreign recipients" issued by the A.I.D. Inspector General and the audit will be performed in accordance with the "guidelines". Copies of guidelines have been sent to local accounting firms and will be sent to all participating NGOs. Local firms will be identified by USAID certified by RIG/A in Nairobi. It is expected that the PVO will conduct a single audit, encompassing subgrants funded, each year in compliance with this requirement. Annual audits will also be funded under the C for the Rossing Foundation. The USAID Controller will coordinate the audit activities for USAID.

Two evaluations will be funded under the Project. The evaluations will be during years three (FY 94) and six (early FY 98). The USAID Program Officer will coordinate evaluation activities for USAID. The evaluations will be conducted under a direct contract or indefinite quantity contract work order arranged by USAID.

D. Financing Methods

The preferred methods of financing are direct payment or reimbursement, although a letter of credit may be authorized. These procedures are approved methods of financing. (See Annex N for methods of financing and implementation.) To the extent required, periodic advances may be provided to the grantees/recipients. Advances will be limited to the amount required for immediate disbursing needs in accordance with U.S. Treasury cash management guidelines. (See Annex O for disbursement and accounting procedures for grantees/recipients.)

V. IMPLEMENTATION PLAN

A. USAID

USAID will have direct management responsibility for all activities under the Project, and will assign its USDH HNRDO to facilitate and monitor Project progress. Project funded in-house technical assistance necessary for project implementation, US and Namibian PSC Project managers, a Namibian PSC project assistant and a Namibian PSC accountant (all but one Namibian PSC project manager will be split funded with LIFE) will report directly to the HNRDO. The Project assistant will help with secretarial, administrative and clerical matters. The accountant will report to the HNRDO and US PSC Project manager, and assist in managing the financial aspects of the Project. AID/W TDY assistance will be available to the Mission as needed for Project backstopping. The primary AID/W backstopping office will be R&D/Education.

A.I.D. financial management will be handled by USAID's Controller's office with assistance, as necessary, from USAID/Zimbabwe. It will arrange disbursement and vouchering procedures with grantees, cooperative agreement recipients and contractors. The Controller will assist the PVO to organize for necessary pre-assistance examinations of individual NGO bookkeeping and accounting practices. The PVO will certify, in accordance with requirements set out in HB 13, Chapter 1, that the prospective subgrantees can responsibly administer project funding. A financial assessment of the Rossing Foundation was performed by the Namibian affiliate of the international accounting firm Coopers and Lybrand. The assessment determined that the Rossing Foundation has adequate management and accounting systems in place to safeguard Project funds, assuming certain recommended internal control improvements are made.

Two cooperative agreements will form the key relationships for the implementation of READ. USAID will be a partner with the Rossing Foundation in a cooperative agreement for environmental education. A competitively selected PVO, which will execute and monitor approximately 25 subgrants, will be awarded and will operate under the other cooperative agreement. Substantial USAID involvement in the administration of these grants is necessary and will be supplied primarily by the HNRDO and the PSC Project managers. Direct USAID contracts will be issued for the US PSC, the Namibian PSCs and the purchase of a vehicle and computers for USAID's management. USAID's Executive Office will be responsible for these procurements. The PVO will handle all other Project procurements.

The Regional Legal Advisor (RLA) and the Regional Contracts Officer (RCO) will assist USAID with the preparation of an Invitations for Application (IFAs) for the PVO, and with the award of cooperative agreements and contracts. The RLA will review and approve the text of all grant agreements, cooperative agreements and contracts before they are signed. The RCO will assist in drafting and signing grant and cooperative agreements and contracts, as necessary. The Program Officer, in coordination with the HNRDO, will manage the two evaluations of READ.

B. GRN

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

As a full member of the Steering Committee, DANFE's Under Secretary will participate in policy decisions. The GRN will monitor and compile its counterpart contributions to the Project. This information will be provided to USAID in writing on a quarterly basis.

C. PVO

The PVO has a primary role in the implementation responsibility for READ. Through a cooperative agreement, executed between the PVO and USAID, approximately 10-15 subgrants to large and mid-sized Namibian NGOs, some 40 subgrants to small NGOs, and approximately 5 subgrants or contracts for technical reports and other products and services will be financed.

The competitive selection of the PVO by USAID, as advised by the Steering Committee, will particularly evaluate technical and financial capacity, speed in mobilizing and experience with similar projects elsewhere. USAID, again in consultation with the Steering Committee, will formally approve all subgrants of \$100,000 and over. Subgrants below this level will be executed by the PVO applying the selection criteria outlined in the following Section F. The intent here is to provide the PVO the flexibility needed to implement the Project, while maintaining USAID's fundamental programming and financial responsibilities. The long-term positions of the PVO, their duration and general responsibilities are laid out in Section II, Project Description. The budget implications of the PVO on the Project are presented quantitatively in Part III, Budget Plan.

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

D. The Rossing Foundation

The Rossing Foundation has a lead responsibility in the area of environmental education. A cooperative agreement will be signed between the Rossing Foundation and USAID. The Rossing Foundation agreement will be subject to the requirements described in Section VII, Conditions and Covenants, and Part F, Subgrant Criteria, of this section. The Rossing Foundation will make subgrants to at least four Namibian NGOs. These are the Desert Ecological Research Unit, Integrated Rural Development and Nature Conservation, the Nyae Nyae Foundation and Save the Rhino Trust. The financial assessment conducted by Coopers

and Lybrand indicates that the Rossing Foundation is fully capable of undertaking this responsibility and managing funds in accordance with A.I.D. procedures, assuming certain recommended internal control improvements are made.

E. The Steering Committee

To assure Project policy effectiveness, the Steering Committee will be formally constituted during the estimated 6-month period prior to the PVO's arrival in Namibia. The Steering Committee is solely an advisory body with no legal authority. Policy review, NGO collaboration and Project monitoring are key Steering Committee responsibilities. Formal Project decision systems and financial controls do not include the Steering Committee. The Steering Committee will, however, make recommendations for consideration by USAID, MEC and the PVO. All agreements under the Project will describe the policy advisory role of the Steering Committee and encourage the other organizations to strongly consider their recommendations. A small committee of no more than 7 members is anticipated. The Steering Committee's composition is expected to include the following representatives: 4 NGOs; 1 MEC/DANFE; 1 USAID; and 1 Ministry of Labor and Manpower or Ministry of Local Government and Housing.

Policy guidance for the environmental education component, administered through the cooperative agreement with the Rossing Foundation, will be handled by a joint READ/LIFE Steering Committee. Members of the LIFE Steering Committee are more knowledgeable and familiar with a number of the concerns surrounding environmental education; members of READ will provide insights and experience important to improvements in nonformal training and learning methods.

F. Subgrant Criteria

The PVO, the Steering Committee and USAID will identify and select NGOs for subgrant support under this Project on a semi-annual basis. Specific criteria for selecting NGOs and subgrant activities pursuant to this Project are set forth below. Criteria will be amplified by the PVO and Steering Committee for actual use with NGOs.

1. NGO Criteria

- (a) NGOs will provide assistance to historically disadvantaged adult Namibians and reflect, in nature and intent, the promotion of a just and productive society. NGOs will be based on and supportive of democratic principles.**
- (b) NGOs selected will be black-led and managed, or should demonstrate a genuine commitment to increasing black participation in leadership and decision-making roles at all levels of program management. NGOs will specifically describe how disadvantaged Namibians will benefit from Project resources. At one level, disadvantaged Namibians will receive needed training opportunities. Other equally important aspects are their roles and responsibilities with the organizational structure of participating NGOs.**

Internal training plans and staffing schedules will demonstrate a commitment to placing disadvantaged Namibians increasingly in positions of authority and decision-making. The evolving composition of the Board of Directors and senior management would, over time, also be a good guidepost of NGO efforts in this regard. Proposals will objectively deal with this sensitive but essential organizational development issue.

- (c) Funding will be limited to NGOs deemed financially responsible and having sufficient management and technical capabilities to carry out the activity.
- (d) NGOs selected will be supported by credible business and community leaders.
- (e) NGOs selected will provide the broadest possible geographic base for the Project.
- (f) Political parties will not be funded.

2. Subgrant Activity Criteria

(a) Beneficiaries

Activities will balance the allocation of resources among the various participating beneficiary groups. Proposals which truly "reach-out" to persons previously under- or unserved will receive priority. Training outcomes will be clearly described, i.e., level of testable numeracy/literacy; job income opportunities, democratic participation, etc. The more quantitatively and/or qualitatively specific and less ambiguous the proposed outcomes, the more likely funding will be approved. READ will avoid becoming overly biased toward urban Namibians. A fair spread of Project resources must be proposed.

(b) Relevant Nonformal Education Methods

All activities will provide a clear, detailed technical plan for achieving the desired outcomes. The application of appropriate learning methods is central to meeting the Project's purposes. Teaching must be learner centered, culminating in confirmable (testable) results. Proposals will include pedagogical improvements where necessary. Experimentation in introducing or adapting new teaching techniques to Namibia will be encouraged.

(c) READ will not fund activities which are based on racial, ethnic, political, religious or gender

To the extent practical, activities will document the opposite -- that the NGO's programs, activities, employment opportunities are available and utilized by all segments of Namibian society. READ resources must be allocated on technical, financial, organizational and administrative merit, and on development needs and goals.

(d) Cost Efficiency

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

(e) Financial Sustainability

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

(f) Symbolism

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

(g) Multiple Funding Sources

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

G. TYPES OF SUBGRANTEES

To date, in the nonformal education development area, USAID has received and analyzed twenty-one (21) proposals from the same number of NGOs, which request support totaling over \$4,504,000 (see Annex L, Profiles of Subgrant Proposals). Preliminary reviews suggest that a majority of these proposals and NGOs possess merit and comport fully with the selection criteria just detailed.

H. IMPLEMENTATION SCHEDULE

The following schedule details the anticipated implementation steps and stages for the Project. The first three years are presented with reasonable precision and certainty. Given the umbrella nature of READ, the final three years will simply replicate the processes introduced and refined during the first half of the Project.

READ
IMPLEMENTATION PLAN

Month	Activity	Responsible Agent
1	<ol style="list-style-type: none"> 1. Grant Agreement signed 2. Conditions precedent met. 3. Cooperative Agreement signed with Rossing Foundation 4. Advertise Invitations for application (PVO SOW approved) 5. Advertise for LOP PSC (SOW approved) 6. PIL #1 issued. 7. Project Steering Committee Members selected. 	<p>USAID, GRN USAID, GRN USAID, Rossing Foundation USAID</p> <p>USAID USAID, MEC, NPC, Steering</p> <p>USAID/MEC</p>
2	<ol style="list-style-type: none"> 1. Review applications for LOP PSC 2. SOW and selection of READ Research Organization. 3. PIO/C for project vehicle and other commodities 	<p>USAID, St. Commit. USAID, Steering Committee</p> <p>PSC</p>
3	<ol style="list-style-type: none"> 1. Select LOP PSC 2. Review IFA responses 3. Contract for NGO Directory II 4. Select PVO 	<p>USAID, St. Commit. USAID, St. Commit. USAID USAID, St. Commit.</p>
4	<ol style="list-style-type: none"> 1. Negotiations with PVO 2. LOP PSC on board 3. Conference with NGOs and Rossing on weakness identification and training techniques. 	<p>USAID, PVO USAID/REDSO USAID/Steering Committee</p>
5	<ol style="list-style-type: none"> 1. LOP/PSC Begins 2. PIO/C for project vehicle and other commodities 	<p>HNRO PSC</p>

6	<ol style="list-style-type: none"> 1. LOP/PSC familiarization Trip. 2. Project semi-annual report #1. 3. PVO on board - PSC orients PVO of on-going activities. 	PVO/Rossing Fdn. PSC, PVO, USAID
7	<ol style="list-style-type: none"> 1. Receive proposals from NGOs/CBOs 2. First PVO monthly meeting with Steering Committee. 3. First Networking Meeting. 4. Capacity building training continues. 5. Plan first annual national NGO Conference. 	St. Committee, PVO, Steering Committee ROP/PSC PVO, PSC-Life Peace Corps NGOs/Rossing PVO, PSC, Steering Committee, USAID
8	<ol style="list-style-type: none"> 1. Study Tour (US - Zambia - Colombia - Dominican Republic - UK) 2. Receive proposals from NGOs/CBOs 3. Decisions on applications of previous month. 4. Capacity building training continues. 5. Establishing Newsletter staff. 6. First NGO Conference (National) 7. Capacity building training ends. 	4 persons/USAID } }PVO/St. Committee } }NGOs, Rossing Fdn. USAID/St. Committee PVO/PSC/St. Commit.
9	<ol style="list-style-type: none"> 1. Phase II begins - NGO/CBO delivery of training. 2. Receive NGO proposals. 3. Decisions on proposals of previous month. 4. NGO Directory II distributed. 5. Vehicle and other commodities arrive. 	Rossing Fdn., NGOs, Steering Committee } }PVO, St. Commit. } }USAID }PSC
10	<ol style="list-style-type: none"> 1. Peace Corps on board orientated and assigned. 2. Newsletter #1 3. Receive NGO Proposals 4. Decisions on proposals of previous month. 	PSC, PVO, Rossing Foundation, NGOs Staff } }PVO, St. Committee }

11	<ol style="list-style-type: none"> 1. Receive NGO Proposals. 2. Decisions on Proposals of previous month. 	} }PVO, St. Committee }
12	<ol style="list-style-type: none"> 1. Peace Corps Bi-monthly meeting. 2. Project semi-annual report. 3. 1st Regional NGO/CBO Conference. 4. Receive NGO Proposals. 5. Decisions on Proposals of previous month. 	PC/PVO/PSC PVO/Rossing NGOs/CBOs/USAID PVOs/PSC Steering } }PVO, St. Committee }
13	<ol style="list-style-type: none"> 1. Newsletter 2 2. Networking meeting # 2. 3. Advertise for Local PVO. 4. Receive NGO Proposals. 5. Decisions on Proposals of previous month. 	PSC-LIFE PVO/Rossing/PSC USAID/St. Committee } }PVO, St. Committee }
14	<ol style="list-style-type: none"> 1. Peace Corps bi-monthly meeting. 2. Receive responses from local PVOs. 3. Receive NGO Proposals. 4. Decisions on Proposals of previous month. 5. Contract for NGO Directory III. 	PC/PVO/PSC USAID/St. Committee } }PVO, St. Committee } USAID
15	<ol style="list-style-type: none"> 1. Select local PVO/negotiate with REDSO. 2. Receive NGO Proposals. 3. Decisions on Proposals of previous month. 	USAID/REDSO } }PVO, St. Committee }
16	<ol style="list-style-type: none"> 1. Newsletter 3 2. Peace Corps bi-monthly meeting. 3. 2nd Regional Conference NGOs/CBOs 4. Receive NGO Proposals. 5. Decisions on Proposals of previous month. 	Staff PC/PVO/PSC NGOs/CBOs USAID PVOs PSC Steering } }PVO, St. Committee }
17	<ol style="list-style-type: none"> 1. Receive NGO Proposals. 2. Decisions on Proposals of previous month. 	} }PVO, St. Committee }

18	<ol style="list-style-type: none"> 1. Peace Corps bi-monthly meeting. 2. Local PVO on board. 3. Project semi-annual report # 3. 4. Advertise for external evaluator. 5. Receive NGO Proposals. 6. Decisions on Proposals of previous month. 	PC/PVO/PSC I/PVO L/PVO PSC PVO/Rossing PSC/HRDO/REDSO } }PVO, St. Committee }
19	<ol style="list-style-type: none"> 1. Newsletter 4 2. Networking meeting # 4. 3. Receive NGO Proposals. 4. Decisions on Proposals of previous month. 	Staff I/PVO L/PVO PSC PC PSC/LIFE } }PVO, St. Committee }
20	<ol style="list-style-type: none"> 1. Peace Corps bi-monthly meeting. 2. Review proposals from external evaluator advertising. 3. 2nd National NGO/CBO conference. 4. Receive NGO Proposals. 5. Decisions on Proposals of previous month. 	PC/PVO/PSC PSC/HRDO/REDSO NGOs/CBOs USAID PVOs/PSC/Steering } }PVO, St. Committee }
21	<ol style="list-style-type: none"> 1. Select external evaluator. 2. Receive NGO Proposals. 3. Decisions on Proposals of previous month. 4. NGO Directory III distributed. 	PSC/HRDO/REDSO } }PVO, St. Committee } USAID
22	<ol style="list-style-type: none"> 1. Newsletter 6. 2. Peace Corps bi-monthly meeting. 3. Receive NGO Proposals. 4. Decisions on Proposals of previous month. 	PC/PVO/PSC } }PVO, St. Committee }
23	<ol style="list-style-type: none"> 1. Receive NGO Proposals. 2. Decisions on Proposals of previous month. 	} }PVO, St. Committee }
24	<ol style="list-style-type: none"> 1. Peace Corps bi-monthly meeting. 2. Project semi-annual report # 4. 3. 3rd Regional NGO/CBO Conference. 4. Receive NGO Proposals. 5. Decisions on Proposals of previous month. 	PC/PVO/PSC I/PVO L/PVO Rossing NGOs/CBOs USAID PVOs PSC Steering } }PVO, St. Committee }

25	<ol style="list-style-type: none"> 1. Newsletter 6. 2. Networking meeting # 5. 3. Mid-Term external evaluation begins. 4. Receive NGO Proposals. 5. Decisions on Proposals of previous month. 	Staff I/PVO L/PVO PSC/LIFE PSC PC Contractor, USAID } }FVO, St. Committee }
26	<ol style="list-style-type: none"> 1. Peace Corps bi-monthly meeting. 2. Mid-Term external evaluation ends/ report. 3. Receive NGO Proposals. 4. Decisions on Proposals of previous month. 5. Contract for NGO Directory IV. 	PC/PVO/PSC Contractor/USAID } }PVO, St. Committee } USAID
27	<ol style="list-style-type: none"> 1. Receive NGO Proposals. 2. Decisions on Proposals of previous month. 	} }PVO, St. Committee }
28	<ol style="list-style-type: none"> 1. Newsletter 2. Peace Corps bi-monthly meeting. 3. 4th Regional NGO/CBO conference. 4. Receive NGO Proposals. 5. Decisions on Proposals of previous month. 	Staff PC/PVO/PSC NGOs/CBOs USAID PVOs PSC Rossing } }PVO, St. Committee }
29	<ol style="list-style-type: none"> 1. Receive NGO Proposals. 2. Decisions on Proposals of previous month. 	} }PVO, St. Committee }
30	<ol style="list-style-type: none"> 1. Peace Corps bi-monthly meeting 2. Networking meeting # 6. 3. Project semi-annual report # 5. 4. Receive NGO Proposals. 5. Decisions on Proposals of previous month. 	PC/PVO/PSC PC PSC/LIFE PSC I/PVO L/PVO I/PVO L/PVO Rossing } }PVO, St. Committee }
31	<ol style="list-style-type: none"> 1. Newsletter 10. 2. Receive NGO Proposals. 3. Decisions on Proposals of previous month. 	Staff } }PVO, St. Committee }

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32	<ol style="list-style-type: none"> 1. Peace Corps bi-monthly meeting. 2. 3rd National NGO/CBO Conference. 3. Receive NGO Proposals. 4. Decisions on Proposals of previous month. 	PC/PVO/PSC NGOs/CBOs USAID PSC PVC: Steering } }PVO, St. Committee }
33	<ol style="list-style-type: none"> 1. Receive NGO Proposals. 2. Decisions on Proposals of previous month. 3. NGO Directory IV distributed. 	} }PVO, St. Committee } USAID
34	<ol style="list-style-type: none"> 1. Newsletter 11 2. Peace Corps bi-monthly meeting. 3. Receive NGO Proposals. 4. Decisions on Proposals of previous month. 	Staff PC/PVO/PSC } }PVO, St. Committee }
35	<ol style="list-style-type: none"> 1. Receive NGO Proposals. 2. Decisions on Proposals of previous month. 	} }PVO, St. Committee }
36	<ol style="list-style-type: none"> 1. Peace Corps bi-monthly meeting. 2. Networking meeting #8. 3. Project semi-annual report # 6. 4. 5th Regional NGO/CBO Conference. 5. Receive NGO Proposals. 6. Decisions on Proposals of previous month. 	PC/PVO/PSC PC PSC/LIFE PSC I/PVO L/PVO I/PVO L/PVO Rossing NGOs/CBOs USAID PVOs PSC Steering } }PVO, St. Committee }

NOTES:

1. I/PVO Contracts end after 3 years.
2. New vehicles and commodities should replace old ones in Year 4.
3. Second extended evaluation takes place in year 6 of the project.

VI. PROCUREMENT PLAN

The procurement plan encompasses the purchase of commodities and services.

A.I.D. will finance \$13.5 million in goods and services. A.I.D. Geographic Source Code 935 source/origin procurement will be authorized in accordance with standard DFA policies for \$10.5 million; \$3.0 million in ESF will be utilized in accordance with the 000 source and origin code. Waivers at the transactional level (cooperative agreements and contracts) will be secured, as necessary, to deviate from the 000 code. It remains A.I.D. policy, however, to maximize U.S. procurement whenever practicable. USAID will require, for example, that any travel to and from the U.S. be on U.S. carriers. USAID will require conformance with the 50/50 requirements of the Cargo Preference Act for ocean shipments from the U.S. Gray Amendment entities will also be utilized to the fullest extent practicable.

A. Commodities

Purchase of the commodities required for each activity will fall under the A.I.D. procurement regulations included in the pertinent contract or grant documents. USAID will require that administrative systems and procedures, including those which govern the procurement of goods and services, are satisfactorily designed and implemented. The RCO and EXO will provide assistance to ensure that regulations are understood and implemented by the procuring entity. Purchase of office equipment items required by the US and Namibian PSC project managers, project assistant and accountant will be the responsibility of the EXO or RCO.

READ will finance a few vehicles through subgrants. The mostly four-wheel drive, light-weight, heavy duty vehicles will be used in direct support of the Project initiatives and overall Project management and implementation. With the exception of the Project management vehicle (purchased by the EXO or RCO with Project money), all vehicles will be procured by the implementing PVO.

With AID/W emphasis on procurement of American manufactured goods, particularly vehicles, USAID will explore the option of purchasing four-wheel right-hand drive vehicles from U.S. manufacturers. As this PP is being prepared, information on one such vehicle has been received. In deciding which vehicles to purchase, USAID will examine such factors as:

1. Availability of vehicles from U.S. sources and origin;
2. Service and spare parts capacity in Namibia;
3. Compatibility of vehicles with other vehicles being used by the grantees;
4. Delivery schedules; and
5. Price inclusive of shipment.

The vehicle procured by USAID for use in Project management will be registered through the Ministry of Foreign Affairs as a diplomatic vehicle. It will be dedicated exclusively to Project management and monitoring activities. Although maintained and serviced by the Executive Officer, access will be controlled by HNRDO. The vehicle will be marked to indicate that it is a READ Project vehicle.

The PVO will procure vehicles for subgrant activities. The PVO and subgrantees will develop a vehicle utilization plan which will ensure that the vehicles are being deployed in direct support of the Project's activities. The PVO will monitor the utilization of the Project vehicles in accordance with A.I.D. regulations and procedures. The subgrantees will be responsible for maintenance and operation expenses. The vehicle for the PVO will be registered and insured in its name, and it will be responsible for all operational and maintenance costs. At the PACD, the vehicle will be donated to the MEC/DANFE.

B. Services

USAID will issue an Invitation for Application (IFA) to solicit offers resulting in the award of a cooperative agreement to a PVO which will manage most Project activities. Specifically, the PVO will issue and manage the subgrants made to Namibian NGOs for the various Project components. The PVO will provide long- and short-term training, short- and long-term technical assistance, and conference and meeting venues.

USAID will execute one cooperative agreement with the Rossing Foundation to finance the environmental education program.

USAID will advertise and recruit Personal Services Contractors -- one American and three Namibian -- for USAID's Project management. PSC contracts will be executed by the RCO or EXO with the selected individuals and be split funded with LIFE.

AID/W will issue work orders against Indefinite Quantity Contracts (IQCs) for the Project evaluations according to terms of reference drafted by USAID. Every effort will be made to maximize the use of Gray Amendment enterprises in the selection of the IQCs.

C. Personal Services Contractor (PSC)

American and Namibian PSCs are required for the entire 6-year LOP. The positions will be advertised in September 1992; the individuals should be selected in November; the contracts negotiated by the RCO or EXO by January 1993; and the PSCs should be on board no later than February 1993. The PSC selection committee may include members from MEC and the Steering Committee.

D. Private Voluntary Organization (PVO)

The competitively selected PVO will be awarded a 6 year cooperative agreement to implement subgrant activities to provide long- and short-term training, to provide short-term technical assistance and to facilitate conferences and workshops. The PVO will review and select Project subgrant proposals on a monthly basis and is authorized to fund subgrants (with USAID concurrence) which do not exceed the equivalent of \$100,000. All other subgrant projects must be reviewed and approved for funding by USAID in collaboration with the Steering Committee. In the IFA, the PVO will be advised that USAID and the Steering Committee will have reviewed a portion of the first tranche of subgrant proposals for approval when the PVO arrives.

In October 1992, the Mission will appoint a committee to select the PVO. During the same month, the Mission will advertise for the PVO through an IFA to be issued to interested parties and advertised in the Commerce Business Daily (CBD). By the end of November, applications will have been received from candidate PVOs. Negotiations between the RCO from REDSO/ESA and the selected PVO will take place in December 1992. The selected PVO should be functioning in Namibia by February 1993. The Project will only truly commence once the PVO is on board. Technical analyses have indicated the advisability of commencing with a team building exercise and the PVO will plan, coordinate and staff this activity early after its arrival.

E. The Rossing Foundation Cooperative Agreement

A cooperative agreement will be awarded to the Rossing Foundation to carry out its nationally established environmental education program. Competition for the cooperative agreement will be restricted in accordance with Handbook 13, Chapter 2 and Handbook 1B, Section 1B12C4(2)(a)4. The justification for entering into a cooperative agreement with the Rossing Foundation is based upon their predominate capability and proven excellence in the environmental education field. The Rossing Foundation has worked with NGOs in developing the only environmental education center which is in Damaraland, has established an extensive network of conservation trails in conjunction with the Ministry of Wildlife, Conservation and Tourism, has supported the development of numerous environmental education materials, has a staff of five employees focusing on environmental issues, has regularly hosted seminars and conferences dealing with wildlife, ecology, water, soil, grazing land management, etc., has routinely represented Namibia at environmental seminars and, finally, has periodically brought international experts to Namibia to discuss and analyze environmental issues. The Rossing Foundation was one of a limited number of NGOs consulted by the Ministry of Wildlife in the formulation of its national conservation policy. The Rossing Foundation also has an extensive office, conference and farm infrastructure throughout Namibia and has been proven financially able to account for A.I.D. funds and manage subgrants, assuming certain recommended internal control improvements are made. They also have working relationships with the key partner ministries, MWCT and MEC. The Project Description further discusses the Rossing Foundation's unique capacities in environmental education. There is no other NGO in Namibia with the requisite breadth and level of experience, facilities and personnel in environmental education to meet the needs of the Project. While others such as NASOK and Save the Rhino Trust have undertaken programs in environmental education, they are generally focused on a particular area of the country or issue. These NGOs do not have the capacity or capability to meet current and planned Project requirements.

VII. CONDITIONS AND COVENANTS

A. Conditions Precedent and Covenants

The bilateral project grant agreement to be negotiated and executed between the Government of the Republic of Namibia and A.I.D. shall contain, in substance, the following conditions precedent to disbursement and covenants:

1. Conditions Precedent to First Disbursement

Prior to the first disbursement under the Grant, or to the issuance by A.I.D. of documentation pursuant to which disbursement will be made, the GRN will, except as the Parties may otherwise agree in writing, furnish A.I.D. in form and substance satisfactory to A.I.D.:

- (a) A written opinion from the Office of the Attorney General, acceptable to A.I.D., that this Agreement has been duly authorized and/or ratified by, and executed on behalf of, the GRN and that it constitutes a valid and legally binding obligation of the GRN in accordance with all of its terms; and
- (b) A statement of the name of the persons holding or acting in the office of the GRN and of any additional representatives, together with a specimen signature of each person specified in such statement.

2. Covenants

- (a) The Cooperating Country agrees to use its best efforts to urge that trainees under the Project be selected from among historically, socially and economically disadvantaged Namibians to the maximum extent practicable and feasible.
- (b) The Cooperating Country agrees to use its best efforts to encourage Namibian NGOs and community based organizations to become, in their ownership, management and staffing, more representative of historically, socially and economically disadvantaged Namibians to the maximum extent practicable and feasible.
- (c) The Cooperating Country agrees to contribute in cash and in-kind resources a minimum of twenty-five percent of the total cost of this project. In calculating its contribution, the Cooperating Country may include the financial and other resources being contributed to the Project by the GRN, Namibian non-governmental organizations and the Namibian private sector. The Cooperating Country agrees to provide A.I.D. with a schedule of counterpart contributions on a quarterly basis.

VIII. MONITORING, AUDIT AND EVALUATION PLANS

Regular monitoring of all Project activities will be accomplished by the Mission USDH HNRDO officer and the Mission-contracted US PSC and Namibian PSC project managers. Grantee and subgrant contractor reports and vouchers will be reviewed, project sites will be visited on a periodic basis, and grantee officials and staff will be interviewed and consulted. Host country contributions will be closely tracked in accordance with procedures laid out in Annex P, Monitoring Procedures for Host Country Contributions. An in-depth review of grantees' performances, and achievement of grant objectives will also be conducted as part of the annual programming cycle undertaken by the PVO and the Rossing Foundation.

An umbrella project has many additional accountability requirements as compared to a normal project. Annual audits will be performed on the PVO (including all subgrants over \$25,000) and the Rossing Foundation. Regular audit/financial reviews will be conducted by the PVO (using, as necessary, an independent Namibian accounting firm associated with a recognized international firm) on all subgrants over \$25,000 financed by READ. Any large subgrants (over \$500,000) will include funding for mid-point evaluations. Biannual Project Implementation Reports will be prepared by the HNRDO and PSC and be formally reviewed by senior Mission management in accordance with normal management oversight responsibilities.

Mid-term and final Project evaluations will be conducted in FY95 and late 1998, respectively. These evaluations will include a review of ongoing and completed activities, but will also look at the validity of Project assumptions, progress towards achievement of goal and purpose level objectives, and the validity and feasibility of goal and purpose. The mid-term evaluation will be used to guide any necessary corrective action required for the remainder of the Project. The final evaluation will analyze and review attainment of Project goals, purposes and outputs, and make recommendations for any future nonformal education projects.

ANNEX A

PID MESSAGE APPROVAL

ACTION AID INFO AMP COM RE//3

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PP RUEHWD
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F 040116Z APR 92
FM SECSTATE WASHDC
TO RUEHWD/AMEMBASSY WINDHOEK PRIORITY 8328
INFO RUEHSB/AMEMBASSY HARARE PRIORITY 9922
BT
UNCLAS SECTION 21 OF 03 STATE 175192

AIDAC, NAIROBI FOR PEDSO/ESA

E.C. 12355: N/A
TAGS:
SUBJECT: NAMIBIA READ PID (673-2034)

REF: NAIROBI 954

1. SUMMARY: AID/W HAS REVIEWED AND APPROVES, WITH MODIFICATIONS, THE REACHING-OUT WITH EDUCATION FOR ADULTS (READ) PID FOR USAID/NAMIBIA. THE SUBJECT ISSUES MEETING WAS HELD JANUARY 31, AND THE ECPR WAS HELD FEBRUARY 7. REPRESENTATIVES FROM AFR/SA, AFR/ARTS, AFR/DP, GC/AFR, RE/ED AND AF/S PARTICIPATED IN THE SUBJECT REVIEW PROCESS.

2. THE PROJECT REVIEW COMMITTEE (PRC) AND THE EXECUTIVE COMMITTEE PROJECT REVIEW (ECPR) RAISED THE FOLLOWING ISSUES AND CONCERNS:

ISSUE 1: IS THE DESIGN OF THE READ PROJECT TOO COMPLEX AND OVERLY AMBITIOUS?

DISCUSSION: DURING THE REVIEW OF THE READ PID, THE ECPR AGREED WITH PEDSO/ESA'S CONCLUSIONS EXPRESSED IN PEFTL, THAT THE READ PROJECT, AS DESCRIBED IN THE PID, WAS TOO COMPLEX AND OVERLY AMBITIOUS FOR THE SMALL MISSION STAFF TO MANAGE EFFECTIVELY; AND THEREFORE IMPLEMENTING THE READ

PROJECT WOULD PLACE A SIGNIFICANT MANAGEMENT BURDEN ON USAID/NAMIBIA. THE ECPR NOTED THAT THE PID FAILS TO ADEQUATELY DESCRIBE RELATIONSHIPS AMONG THE VARIOUS COMPONENTS AND ELEMENTS, AND FAILED TO DISCUSS WHAT OTHER DONORS ARE DOING IN THE EDUCATION SECTOR; BOTH ARE EXTREMELY IMPORTANT IN AVOIDING ANY POSSIBLE PROJECT DUPLICATION, AND DETERMINING PROJECT COMPLEMENTATION OPPORTUNITIES. MANAGEMENT BURDEN CONCERNS WERE BASED ON THE FOLLOWING: 1) ALTHOUGH THE MISSION HAS FIVE DIRECT HIRE EMPLOYEES ON ITS STAFF, ONLY THREE HAVE PROJECT RELATED MANAGEMENT RESPONSIBILITY; 2) THE SIZE OF THE MISSION'S PROJECT PORTFOLIO HAS GROWN RAPIDLY SINCE THE MISSION OPENED IN JANUARY, 1991, AND WILL REACH OVER \$65.6 MILLION IN TOTAL OBLIGATIONS IN FY 92; AND 3) BECAUSE THE A.I.D. REPRESENTATIVE OFFICE HAD JUST OPENED LAST YEAR, THE MISSION HAD LIMITED PROJECT IMPLEMENTATION EXPERIENCE IN NAMIBIA.

ACTION AID INFO AMB PCM RE//3

RECOMMENDATION: THE ECPR RECOMMENDS THE FOLLOWING, WHICH SHOULD BE INCLUDED IN THE TERMS OF REFERENCE FOR THE PROJECT PAPER (PP) DESIGN, TO REDUCE THE PERCEIVED COMPLEX AND OVERLY AMBITIOUS NATURE OF THE READ PROJECT.

1) REDUCE THE NUMBER OF PROJECT COMPONENTS BY DETERMINING WHICH COMPONENTS CAN BE ELIMINATED OR COMBINED; 2) ESTABLISH CRITERIA TO FOCUS THE PROJECT COMPONENTS; 3) PROVIDE A DETAILED DESCRIPTION OF THE PROJECT COMPONENTS AND THEIR RELATIONSHIPS; 4) CLEARLY DESCRIBE AND ANALYZE THE NON-FORMAL EDUCATION SECTOR; 5) IDENTIFY PRIORITY TARGET TRAINING GROUPS; 6) DETERMINE THE DEMAND FOR THE PROPOSED TRAINING SKILLS; AND 7) DESCRIBE THE ROLE OF OTHER DONORS IN THE EDUCATION SECTOR.

ISSUE 2: IS THE CREDIT COMPONENT VIABLE AND MANAGEABLE?

DISCUSSION: AIT/W CONCURRED WITH REDSO/ESA, PFP REFTEL PARA 3(E), THAT FUNDING OF SMALL ENTERPRISE DEVELOPMENT AND THE PROVISION OF REVOLVING CREDIT ARE MANAGEMENT INTENSIVE ACTIVITIES WHICH MAY OVERBURDEN THE LIMITED STAFF OF THE MISSION AND THE IMPLEMENTING OF U.S. PRIVATE VOLUNTARY ORGANIZATIONS (PVO). AIT/W VOTED THAT EXPERIENCE HAS SHOWN THAT FUNDING SMALL-SCALE ENTERPRISES WHICH DEVELOP REVOLVING CREDIT FUNDS TO SUPPORT PROJECT FUNDED TRAINING HAS GENERALLY NOT WORKED.

RECOMMENDATION: AIT/W RECOMMENDED AND THE MISSION AGREED TO DROP THE CREDIT COMPONENT FROM THE READ PROJECT, AND TO SEEK ALTERNATIVE METHODS OF PROVIDING SUPPORT TO PROJECT FUNDED TRAINING.

ISSUE 3: IS THE PROPOSED IMPLEMENTATION MECHANISM FOR THE PVO UMBRELLA ACTIVITY CONSISTENT WITH A.I.D. GRANT CONDITIONS AND LEGAL REQUIREMENTS?

DISCUSSION: THE SUBJECT PID PROPOSES TO IMPLEMENT A SIGNIFICANT PORTION OF THE READ PROJECT WITH A GRANT TO A U.S. PVO WHICH WILL, IN TURN, EXECUTE SUBGRANTS WITH LOCAL NON-GOVERNMENTAL ORGANIZATIONS/COMMUNITY-BASED ORGANIZATIONS (NGOS/CBOS). THE ECPR VOICED CONCERN THAT THE PID DID NOT PROVIDE A CLEAR DEFINITION OF NGOS/CBOS, AND DID NOT DESCRIBE THEIR INSTITUTIONAL CAPABILITIES.

GC/AFR NOTED THE FOLLOWING CONCERNS: A) THE PID'S DESCRIPTION OF THE IMPLEMENTATION MECHANISM APPEARS TO BE FOR THE UMBRELLA PVO TO CONTRACT FOR SPECIFIED LIMITED MANAGEMENT SERVICES, FOR WHICH A CONTRACT RATHER THAN A

ACTION AID INFO AMB PCM RE//3

SUBGRANT WOULD BE MORE APPROPRIATE (SEE PARAS. 2.78, 2.79, 3.36, 3.37, AND 3.39 OF THE PID). REFERENCE IN THE PID SHOULD BE TO THE GRANTEE'S IMPLEMENTING ITS PROGRAM OF SUBGRANTS, AND NOT TO ITS STAFFING THE PROJECT MANAGEMENT UNIT (PMU), OR TO THE SCOPE-OF-WORK OF THE U.S. PVO.

A) PARA 2.79 IN THE PID STATES THAT THE PMU WILL BE RESPONSIBLE FOR OVERALL PROJECT MANAGEMENT. DOES THAT MEAN ACTIVITIES OUTSIDE THE GRANTS TO THE PVO?

B) PARA 2.79 FURTHER STATES THAT THE PROJECT POLICY COMMITTEE (PPC) AND USAID WILL CONTROL AND ENDORSE SUBGRANTS AS REQUIRED BY A.I.D. REGULATIONS. EB 13 REQUIRES CERTAIN MINIMAL A.I.D. MONITORING OF A GRANT, BUT "CONTROL" IS TOO STRONG. THERE IS NO A.I.D. REQUIREMENT FOR MONITORING BY THE PPC.

C) TO ASSURE ADEQUATE PLANNING, THE PP SHOULD CONTAIN THE CRITERIA FOR SUBGRANTS, AND NOT LEAVE THIS UNTIL AFTER THE AWARD OF THE PRIME GRANT (SEE PARA. 2.82). SINCE THERE IS NO AID POLICY THAT LIMITS THE SIZE OF SUBGRANTS, OR REQUIRES A.I.D. TO "AUTHORIZE" THEM, HOW APPROPRIATE IS IT FOR AN OUTSIDE BODY, THE PROJECT POLICY COMMITTEE (PPC), TO APPROVE SUBGRANTS ABOVE A CERTAIN SIZE?

D) ONCE FUNDS ARE OBLIGATED WITH THE GOVERNMENT OF THE REPUBLIC OF NAMIBIA (GRN), WHY WOULD AN ADDITIONAL A.I.D. SUBGRANT TO THE GRN BE NECESSARY FOR DISTANCE EDUCATION AND NATIONAL LITERACY PROGRAM ACTIVITIES (PARA. 3.36)?

E) AN INTERAGENCY AGREEMENT WITH THE PFACE CORPS SHOULD BE A PASA, NOT A GRANT (PARA. 3.36).

F) IT IS NOT APPROPRIATE TO LIMIT THE NATIONALITY OF NGC EMPLOYEES. PER PARA 3.39. HOWEVER, IT IS ACCEPTABLE TO HAVE CRITERIA FOR KEY PERSONNEL BASED ON EXPERIENCE.

G) THE IEE ONLY DISCUSSES THE CONSTRUCTION, AND IS SILENT ABOUT THE PVO SUBGRANT ACTIVITIES.

RECOMMENDATION: A SECOND IEE SHOULD BE SUBMITTED WHICH EITHER DEFERS THE ENVIRONMENTAL REVIEW FOR PVO SUBGRANT ACTIVITIES UNTIL MORE IS KNOWN, OR MAKES AN ARGUMENT FOR A CATEGORICAL EXCLUSION BASED ON THEIR EDUCATIONAL NATURE. MISSION SHOULD DISCUSS THE ABOVE CONTRACTING AND IMPLEMENTATION CONCEPTS WITH THE REGIONAL CONTRACTING OFFICE, THE REGIONAL LEGAL ADVISOR AND THE REGIONAL ENVIRONMENTAL OFFICE.

ISSUE 4: DOES THE PROPOSED ENDOWMENT MEET A.I.D.'S ENDOWMENT CRITERIA AND FUNDING AUTHORITY?

DISCUSSION: THE ECPR NOTED THAT THE PID RAISES THE POSSIBILITY OF READ FUNDING ENDOWMENTS. GC/AFR ADVISED THAT A.I.D. HAS THE AUTHORITY, UNDER SECTION 571 OF THE FY 91 APPROPRIATIONS ACT, CURRENTLY MADE APPLICABLE BY THE CONTINUING RESOLUTION, TO FUND AN ENDOWMENT FROM FY 91 AND 92 APPROPRIATED FUNDS IF IT IS THROUGH A GRANT TO AN

NGO, FOR A DEVELOPMENT PURPOSE, AND IN THE COUNTRY'S LOCAL CURRENCY, NOT IN DOLLARS AND NOT IN A THIRD COUNTRY CURRENCY. THE PID DOES NOT INDICATE WHETHER THESE CONDITIONS WOULD BE MET IN THE PEARL PROJECT. GC/AER FURTHER ADVISED THAT THE APPROPRIATIONS ACTS ARE ENACTED ANNUALLY AND SOME PROVISIONS ARE REVISED EACH YEAR. THEREFORE, THE PP SHOULD INCLUDE A MECHANISM TO EXAMINE CURRENT STATUTES EACH TIME THE MISSION PROPOSES TO ALLOCATE ADDITIONAL FUNDS FOR AN ENDOWMENT.

RECOMMENDATION: REQUEST MISSION, IN THE PP, TO DESCRIBE CLEARLY HOW THE PROPOSED ENDOWMENTS WILL WORK, AND HOW THE CONDITIONS FOR A.I.E. FUNDING OF ENDOWMENTS WILL BE MET.

ISSUE 5: SHOULD THE FIELD OR AID/W REVIEW AND APPROVE THE PEARL PROJECT?

DISCUSSION: THE ECPR DISCUSSED REDSO/ESA'S OBJECTION TO DELEGATING TO THE FIELD THE AUTHORITY TO APPROVE THE PP WITHOUT AID/W REVIEW OF FINAL DOCUMENTATION. PRC NOTED THE FOLLOWING REASONS WHY REDSO THINKS AID/W SHOULD REVIEW THE PP: (1) COMPLEX AND OVER AMBITIOUS NATURE OF THE PROJECT; (2) MINIMAL SIZE OF MISSION STAFF; (3) LIMITED MISSION PROJECT IMPLEMENTATION EXPERIENCE IN NAMIBIA; AND (4) HEAVY WORKLOAD COMMITMENTS INHIBITING REDSO'S ABILITY TO DEVOTE SUBSTANTIAL STAFF TIME TO PP DESIGN AND REVIEW PROCESS.

AID/W SERIOUSLY CONSIDERED REDSO/FSA'S CONCERNS RAISED IN REFTEL, BUT CONCLUDED THAT USAID/NAMIBIA, WITHOUT THE REQUIREMENT FOR FORMAL REDSO CONCURRENCE, HAS THE CAPACITY TO AUTHORIZE THE PROJECT. MISSION DIRECTOR AND PROGRAM OFFICER HAVE SUBSTANTIAL DESIGN EXPERIENCE. MISSION HAS

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THE REQUIRED TECHNICAL SKILLS WITH THE RECENT ARRIVAL OF THE MISSION'S EDUCATION OFFICER AND THE A.I.D. RFP'S LONG EDUCATION BACKGROUND. AID/W IS WILLING TO PROVIDE GUIDANCE AND, TO THE MAXIMUM EXTENT POSSIBLE DIRECT HIRE SUPPORT AND ASSISTANCE IN OBTAINING APPROPRIATE CONTRACT SPECIALISTS TO ASSIST MISSION WITH TIMELY DESIGN OF THE READ PP.

RECOMMENDATION: THE ECPB RECOMMENDS THAT USAID/NAMIBIA, WITHOUT REDSO CONCURRENCE, DESIGN AND AUTHORIZE THE READ PROJECT. A-AA/AFR HEREBY DELEGATES AUTHORITY TO THE A.I.D. REPRESENTATIVE IN NAMIBIA TO AUTHORIZE THE READ PROJECT IN AN AMOUNT NOT TO EXCEED DOLS TWELVE MILLION. THE AD HOC DOA SHALL BE EXERCISED ON ALL THE TERMS AND CONDITIONS OF DOA 551, EXCEPT FOR THE REQUIREMENT FOR REDSO CONCURRENCE. HOWEVER, AID/W SUGGESTS THAT CERTAIN KEY REDSO OFFICES BE INVOLVED IN THE AUTHORIZATION REVIEW, INCLUDING THE RLA AND THE PDO. THIS AD HOC DOA COVERS AUTHORITY TO AUTHORIZE, BUT NOT TO IMPLEMENT, WITH REDSO CONCURRENCE. EAGLERBURGER

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ANNEX B

LOGICAL FRAME MATRIX

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<p>SUBGOAL: Improved literacy/numeracy, life, income-generation, and nation-building and democratization skills for disadvantaged adult Namibians.</p>	<ol style="list-style-type: none"> 1. Increased participation in income and employment activities 2. Improvement in quality of life indicators 3. Increased productivity in rural sectors 4. Increased participation of all citizens in local and national government 	<ol style="list-style-type: none"> 1. Government statistics/studies 2. Independent studies analyses carried out by USAID/Namibia and other donors 	<ol style="list-style-type: none"> 1. Strengthened NGOs are able to find continuing funding for priority programs 2. Trained community men and women can find jobs and income opportunities. 3. Trained men and women are participating in community decisions and developing plans. 4. Trained men and women are making more informed choices at household level about health, education, income use, etc.
<p>PURPOSE: Strengthened institutional capacities of (a) NGOs to supply adult nonformal education and training services to disadvantaged Namibians; and (b) the GRN to develop, implement and coordinate nonformal education policy.</p>	<ol style="list-style-type: none"> 1. An NGO community responding to needs of communities and organizations with high-quality, sustainable nonformal education programs. 2. Adults trained in literacy, life, income-generation, and democratization skills by participating in NFO and other nonformal education activities. 3. Innovative training methodologies and training support mechanisms tested in Namibia and disseminated among the NGO community. 4. An established network among government and NGOs that supports a more efficient use of nonformal education resources. 	<ol style="list-style-type: none"> 1. Participating NGO and GRN annual reports to READ Project 2. Periodic grantee reports to READ Project 3. Periodic site visits 4. Participating NGO and GRN operating budgets 	<ol style="list-style-type: none"> 1. NGOs can respond to community needs 2. Trained staff remain at NGOs

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<p>OUTPUTS:</p> <ol style="list-style-type: none">1. Minimum of 25 NGOs providing relevant and cost-effective nonformal education training programs;2. MEC/DANFE providing nonformal education and training policy leadership and technical assistance;3. increased number of disadvantaged adult Namibians with access to nonformal education and training services as well as post-training support services;4. increased capacity in Namibia to undertake research in nonformal education.	<ol style="list-style-type: none">1. Sustained budgets and staffs of NGOs2. Annual increases in numbers and skills of trainees3. Sustained budget and staff of DANFE4. Annual increases in total number of community groups receiving assistance5. Circulation of reports6. Conference reports, circulation of newsletters7. Annual increases in total numbers of adults participating in training programs8. Existence of new technologies	<ol style="list-style-type: none">1. Periodic reports from NGOs and DANFE2. Seminar and workshop reports3. Inventories of equipment4. Periodic site visits and interviews5. Newsletters and other intergroup communications6. Cost effectiveness studies7. READ Progress reports	<ol style="list-style-type: none">1. NGOs remain viable2. Medium and small NGOs represent community based needs3. Government takes leadership in policy matters
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<p>INPUTS:</p> <p>1. A grant to a U.S.-based PVO to manage the project and to administer ten to twelve subgrants to large and mid-sized Namibian NGOs and 40 community-based groups, through NGOs.</p> <p>2. Cooperative Agreement to Rossing Foundation for a national, regional and local program of environmental education.</p> <p>3. Funds to USAID for the purchase of short-term technical assistance and commodities to provide directly to NGOs and DANFE in line with project activities.</p> <p>4. Steering Committee</p>	<ol style="list-style-type: none">1. USAID funds allocated and disbursed2. PVO grant disbursed3. NGO grants allocated and disbursed4. Commodities in use5. Steering Committee appointed and meeting regularly	<ol style="list-style-type: none">1. USAID audits2. Project reports, evaluations, and other records3. Annual reports of participating NGOs and GRN4. Steering Committee minutes	<ol style="list-style-type: none">1. NGOs and communities develop acceptable proposals to deliver nonformal education training and services.2. Funds from USAID are made available on a timely basis3. NGOs able to effectively and efficiently use the additional resources.
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ANNEX C

STATUTORY CHECKLIST

Namibia - 821282

(1991) - COUNTRY CHECKLIST

Listed below are statutory provisions applicable to the eligibility of countries to receive the following categories of assistance: (A) both Development Assistance and Economic Support Funds; (B) Development Assistance funds only; or (C) Economic Support Funds only.

1. COUNTRY ELIGIBILITY CRITERIA APPLICABLE TO BOTH DEVELOPMENT ASSISTANCE AND ECONOMIC SUPPORT FUND ASSISTANCE

1. Narcotics

a. Negative certification (FY 1991 Appropriations Act Sec. 539(b)): Has the President certified to the Congress that the government of the recipient country is failing to take adequate measures to prevent narcotic drugs or other controlled substances which are illicitly, in whole or in part, in such country or transported through such country, from being sold illegally within the jurisdiction of such country to United States Government personnel or their dependents or from entering the United States unlawfully?

N/A

b. Positive certification (FAA Sec. 481 (h)). (This provision applies to assistance of any kind provided by grant sale, loan lease, credit, guaranty or insurance, except assistance from the Child Survival Fund or relating to international narcotics control, disaster and refugee relief narcotics education and awareness, or the provision of food or medicine.) If the recipient is a "major illicit drug producing country" (defined as a country producing during a fiscal year at least five metric tons of opium or 500 metric tons of coca or marijuana) or "major drug-transit country" (defined as a country that is a significant direct source of illicit drugs significantly affecting the United States, through which such drugs are transported, or through which significant sums of drug-related profits are laundered with the knowledge or complicity of the government):

N/A

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1) Does the country have in place a bilateral narcotics agreement with the United States, or a multilateral narcotics agreement?

(2) Has the President in the March 1 International Narcotics Control Strategy Report (INSCR) determined and certified to the Congress without Congressional enactment, within 30 days of continuous session, of a resolution disapproving such a certification, or has the President determined and certified to the Congress on any other date (with enactment by Congress of a resolution approving such certification), that (a) during the previous year the country has cooperated fully with the United States or taken adequate steps on its own to satisfy the goals agreed to in a bilateral narcotics agreement with the United States or in a multilateral agreement, to prevent illicit drugs produced or processed in or transported through such country from being transported into the United States, to prevent and punish drug profit laundering in the country, and to prevent and punish bribery and other forms of public corruption which facilitate production or shipment of illicit drugs or discourage prosecution of such acts, or that (b) that vital national interest of the United States require the provision of such assistance?

c. Government Policy (1986 Anti-Drug Abuse Act of 1986 Sec. 2013 (b)). (This section applies to the same categories of assistance subject to the restrictions in FAA Sec. 481(h), above.) If recipient country is a "major illicit drug producing country" or "major drug-transit country" (as defined for the purpose of FAA Sec 481(h), has the President submitted a report to Congress listing such country as one: (a) which, as a matter of government policy, encourages or facilitates the production or distribution of illicit drugs; (b) in which any senior official of the government engages in, encourages, or facilitates the production or distribution of illegal drugs; (c) in which any member of a U.S. Government agency has suffered or been threatened with violence inflicted by or with the complicity of any government officer; or (d) which fails to provide reasonable cooperation to lawful

N/A

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However, I suggest this letter is handled under FAR
... the "appropriate individual" in AID/W
... the appropriate individual regarding issues is reached. Because (1)
... also included proposals for some contracting,
... cooperative agreement awards, including
... (sub)contracting under the cooperative agreement
... (sub)contracting for involve AID direct contracts), (2)
... mechanism for the basic implementation of the
... (sub)contracting for long-term is under the
... cooperative agreement. has been used and undoubtedly would have
... (as their subsequent action indicates), and (3)
... the Agency has precise definitions of when a
... "procurement" begins and what is, or is not "source selection
... information." The AID/W USA staffs of course are free to
advise you otherwise.

cc: Richard [unclear], USAID/Manibia, Representative

1. COUNTRY ELIGIBILITY CRITERIA APPLICABLE ONLY TO DEVELOPMENT ASSISTANCE "DA")

1. Human Rights Violations (FAA Sec. 115): Has the Department of State determined that the country has engaged in a consistent pattern of gross violation of internationally recognized human rights? If so can it be demonstrated that contemplated assistance will directly benefit the needy? No

2. Abortions (FY 1991 Appropriations Act Sec. 535): Has the President certified that use of DPA funds by this country would violate any of the prohibitions against use of funds to pay for the performance of abortions as a method of family planning, to motivate or coerce any person to practice abortions to pay for the performance of involuntary sterilizations as a method of family planning to coerce or provide any financial incentive to any person to undergo sterilizations, to pay for any biomedical research which relates, in whole or in part, to methods of, or the performance of, abortions or involuntary sterilizations as a means of family planning? No

2. COUNTRY ELIGIBILITY CRITERIA APPLICABLE ONLY TO ECONOMIC SUPPORT FUNDS "ESF")

Human Rights Violations (FAA SEC. 1033): Has it been determined that the country has engaged in a consistent pattern of gross violations of internationally recognized human rights? If so, has the President found that the country made such significant improvement in its human rights record that furnishing such assistance is in the U.S. National interest? No
N/A

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activities of U.S. drug enforcement agents, unless the President has provided the required certification to Congress pertaining to U.S. national interests and the drug control and criminal prosecution efforts of that country?

3. Indebtedness to U.S. citizens

FAA Sec. 520(d): If assistance is to a government, is the government indebted to any U.S. citizen for goods or services furnished or ordered where: (a) such citizen has exhausted available legal remedies, (b) the debt is not denied or contested by such government, or (c) the indebtedness arises under an unconditional guaranty of payment given by such government or controlled entity?

a. No
b. No
c. No

3. Seizure of U.S. Property FAA

Sec. 520(e) (1): If assistance is to a government, has it (including any government agencies or subdivisions) taken any action which has the effect of nationalizing, expropriating or otherwise seizing ownership or control of property of U.S. citizens or entities beneficially owned by them without taking steps to discharge its obligations toward such citizens or entities?

No

4. Communist countries (FAA Secs.

520(a), 520(f), 520D; FY 1991 Appropriations Act Sec. 512, 545): Is recipient country a Communist country? If so, has the President: (a) determined that assistance to the country is vital to the security of the United States, that the recipient country is not controlled by the international Communist conspiracy, and that such assistance will further promote the independence of the recipient country from international communism, or (b) removed a country from applicable restrictions on assistance to Communist countries upon a determination and report to Congress that such action is important to the national interest of the United States? Will assistance be provided either directly or indirectly to Angola, Cambodia, Cuba, Iraq, Libya, Vietnam, Iran or Syria? Will assistance be provided to or Syria? Will assistance be provided to Afghanistan without a certification, or Afghanistan without a certification, or will assistance be provided inside Afghanistan

a. No

through the Soviet-controlled government of Afghanistan?

3. Mob Action (FAA Sec. 300(f)): Has the country permitted, or failed to take adequate measures to prevent damage or destruction by mob action of U.S. property?

No

4. OPIC Invest Guaranty (FAA Sec. 300(i)): Has the country failed to enter into an investment guaranty agreement with OPIC?

No. The GON signed an OPIC agreement on June 20, 1990.

5. Seizure of U.S. Fishing Vessels (FAA Sec. 320(c); Fishermen's Protective Act of 1967 (as amended) Sec. 3): (a) Has the country seized, or imposed any penalty or sanction against, any U.S. fishing vessel because of fishing activities in international waters? (b) If so, has any reduction required by the Fishermen's Protective Act been made?

a. No
c. N/A

6. Loan Default (FAA Sec. 310(g); FY 1991 Appropriations Act Sec. 118 (Brooke Amendment)): (a) Has the government of the recipient country been in default for more than six months on interest or principal of any loan to the country under the FAA? (b) Has the country been in default for more than one year on interest or principal on any U.S. loan under a program for which the FY 1991 Appropriations Act appropriates funds?

No

7. Military Equipment (FAA Sec. 320(g)): If contemplated assistance is development loan or to come from Economic Support Fund, has the Administrator taken into account the percentage of the country's budget and amount of the country's foreign exchange or other resources spent on military equipment? (Reference may be made to the annual "Taking Into Consideration" memo: "Yes taken into account by the Administrator at time of approval of Agency CYB." This approval by the Administrator of the Operational Year Budget can be the basis for an affirmative answer during the fiscal year unless significant changes in circumstances occur.)

N/A

8. Diplomatic Relations with U.S. (FAA Sec. 320(t)): Has the country severed diplomatic relations with the United States? If so, have relations been resumed and have

No

new bilateral assistance agreements been negotiated and entered into since resumption?

11. U.N. Obligations (FAA Sec. 620(u)): What is the payment status of the country's U.N. obligations? If the country is in arrears, were such arrears taken into account by the A.I.D. Administrator in determining the current A.I.D. Operational Year Budget? Reference may be made to the "Taking into Consideration" memo.)

As of January 1, 1991 Namibia was not in arrears.

12. International Terrorism

a. Sanctuary and support (FY 1991 Appropriations Act Sec. 556; FAA Sec. 620A): Has the country been determined by the President to: (a) grant sanctuary from prosecution to any individual or group which has committed an act of international terrorism, or (b) otherwise support international terrorism, unless the President has waived this restriction on grounds of national security or for humanitarian reasons?

No

b. Airport Security (ISDCA of 1965 Sec. 552(b)). Has the Secretary of State determined that the country is a high terrorist threat country after the Secretary of Transportation has determined, pursuant to section 1115(e)(2) of the Federal Aviation Act of 1958, that an airport in the country does not maintain and administer effective security measures?

No

13. Discrimination (FAA Sec. 666(b)): Does the country object, on the basis of race, religion, national origin or sex, to the presence of any officer or employee of the U.S. who is present in such country to carry out economic development programs under the FAA?

No

No

14. Nuclear Technology (FAA Secs. 669, 670): Has the country after August 3, 1977, delivered to any other country or received nuclear enrichment or reprocessing equipment, materials or technology, without specified arrangements or safeguards, and without special certification by President? Has it transferred a nuclear explosive device to a non-nuclear weapon state, or if such a state, either received or detonated a nuclear

No

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explosive device? If the country is a non-clear weapon state, has it, on or after August 3, 1985, exported (or attempted to export) illegally from the United States any material, equipment, or technology which would contribute significantly to the ability of a country to manufacture a nuclear explosive device? (FAA Sec. 620E permits a special waiver of Sec. 569 for Pakistan.)

15. Algiers Meeting (ISDCA of 1981 Sec. 720): Was the country represented at the Meeting of Ministers of Foreign Affairs and Heads of Delegations of the Non-Aligned Countries to the 36th General Assembly of the U.N. on Sept. 25 and 28, 1981, and did it fail to disassociate itself from the communique issued? If so, has the President taken it into account? (Reference may be made to the "Taking into Consideration" memo.)

No. Namibia did not exist as an independent country in 1981.

16. Military Coup (FY 1991 Appropriations Act Sec. 513): Has the duly elected Head of Government of the country been deposed by military coup or decree? If assistance has been terminated, has the President notified Congress that a democratically elected government has taken office prior to the resumption of assistance?

No

17. Refugee Cooperation (FY 1991 Appropriations Act Sec. 539): Does the recipient country fully cooperate with the international refugee assistance organizations, the United States, and other governments in facilitating lasting solutions to refugee situations, including resettlement without respect to race, sex, religion, or national origin?

Yes. Namibia has cooperated in the Angolan Relief Program.

18. Exploitation of Children (FY 1991 Appropriations Act Sec. 599D, amending FAA Sec. 116): Does the recipient government fail to take appropriate and adequate measures, within its means to protect children from exploitation, abuse or forced conscription into military or paramilitary services?

No

5C(2) - ASSISTANCE CHECKLIST

Listed below are statutory criteria applicable to the assistance resources themselves, rather than to the eligibility of a country to receive assistance. This section is divided into three parts. Part A includes criteria applicable to both Development Assistance and Economic Support Fund resources. Part B includes criteria applicable only to Development Assistance resources. Part C includes criteria applicable only to Economic Support Funds.

CROSS REFERENCE: IS COUNTRY CHECKLIST UP TO DATE?

A. CRITERIA APPLICABLE TO BOTH DEVELOPMENT ASSISTANCE AND ECONOMIC SUPPORT FUNDS

1. Host Country Development Efforts (FAA Sec. 601(a)): Information and conclusions on whether assistance will encourage efforts of the country to:
(a) increase the flow of international trade; (b) foster private initiative and competition; (c) encourage development and use of cooperatives, credit unions, and savings and loan associations; (d) discourage monopolistic practices; (e) improve technical efficiency of industry, agriculture, and commerce; and (f) strengthen free labor unions.

N/A

2. U.S. Private Trade and Investment (FAA Sec. 601(b)): Information and conclusions on how assistance will encourage U.S. private trade and investment abroad and encourage private U.S. participation in foreign assistance programs (including use of private trade channels and the services of U.S. private enterprise).

U.S. firms or individuals will compete for certain commodity supply & TA services contracts.

3. Congressional Notification

a. General requirement (FY 1991 Appropriations Act Secs. 523 and 591; FAA Sec. 634A): If money is to be obligated for an activity not previously justified to Congress, or for an amount in excess of amount previously justified to Congress, has Congress been properly notified (unless the notification requirement has been waived because of substantial risk to human health or welfare)?

Yes

b. Notice of new account obligation (FY 1991 Appropriations Act Sec. 514): If funds are being obligated under an appropriation account to which they were not appropriated, has the President consulted with and provided a written justification to the House and Senate Appropriations Committees and has such obligation been subject to regular notification procedures?

N/A

c. Cash transfers and nonproject sector assistance (FY 1991 Appropriations Act Sec. 575(b)(3)): If funds are to be made available in the form of cash transfer or nonproject sector assistance, has the Congressional notice included a detailed description of how the funds will be used, with a discussion of U.S. interests to be served and a description of any economic policy reforms to be promoted?

N/A

4. Engineering and Financial Plans (FAA Sec. 611(a)): Prior to an obligation in excess of \$500,000, will there be: (a) engineering, financial or other plans necessary to carry out the assistance; and (b) a reasonably firm estimate of the cost to the U.S. of the assistance?

Yes

5. Legislative Action (FAA Sec. 611(a)(2)): If legislative action is required within recipient country with respect to an obligation in excess of \$500,000, what is the basis for a reasonable expectation that such action

N/A

will be completed in time to permit orderly accomplishment of the purpose of the assistance?

6. Water Resources (FAA Sec. 611(b); FY 1991 Appropriations Act Sec. 501): If project is for water or water-related land resource construction, have benefits and costs been computed to the extent practicable in accordance with the principles, standards, and procedures established pursuant to the Water Resources Planning Act (42 U.S.C. 1962, et seq.)? (See A.I.D. Handbook 3 for guidelines.)

N/A

7. Cash Transfer and Sector Assistance (FY 1991 Appropriations Act Sec. 575(b)): Will cash transfer or nonproject sector assistance be maintained in a separate account and not commingled with other funds (unless such requirements are waived by Congressional notice for nonproject sector assistance)?

N/A

8. Capital Assistance (FAA Sec. 611(e)): If project is capital assistance (e.g., construction), and total U.S. assistance for it will exceed \$1 million, has Mission Director certified and Regional Assistant Administrator taken into consideration the country's capability to maintain and utilize the project effectively?

N/A

Construction costs are less than \$1 million over LOP

9. Multiple Country Objectives (FAA Sec. 601(a)): Information and conclusions on whether projects will encourage efforts of the country to: (a) increase the flow of international trade; (b) foster private initiative and competition; (c) encourage development and use of cooperatives, credit unions, and savings and loan associations; (d) discourage monopolistic practices; (e) improve technical efficiency of industry, agriculture and commerce; and (f) strengthen free labor unions.

N/A

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10. U.S. Private Trade (FAA Sec. 601(b)): Information and conclusions on how project will encourage U.S. private trade and investment abroad and encourage private U.S. participation in foreign assistance programs (including use of private trade channels and the services of U.S. private enterprise).

U.S. firms or individuals will compete for commodities and TA services

11. Local Currencies

a. Recipient Contributions (FAA Secs. 612(b), 636(h)): Describe steps taken to assure that, to the maximum extent possible, the country is contributing local currencies to meet the cost of contractual and other services, and foreign currencies owned by the U.S. are utilized in lieu of dollars.

N/A

b. U.S.-Owned Currency (FAA Sec. 612(d)): Does the U.S. own excess foreign currency of the country and, if so, what arrangements have been made for its release?

NO

c. Separate Account (FY 1991 Appropriations Act Sec. 575). If assistance is furnished to a foreign government under arrangements which result in the generation of local currencies:

NO

(1) Has A.I.D. (a) required that local currencies be deposited in a separate account established by the recipient government, (b) entered into an agreement with that government providing the amount of local currencies to be generated and the terms and conditions under which the currencies so deposited may be utilized, and (c) established by agreement the responsibilities of A.I.D. and that government to monitor and account for deposits into and disbursements from the separate account?

NO

(2) Will such local currencies, or an equivalent amount of local currencies, be used only to carry out the purposes of the DA or ESF chapters of the FAA (depending on which chapter is the source of the assistance) or for the administrative requirements of the United States Government?

NO

(3) Has A.I.D. taken all appropriate steps to ensure that the equivalent of local currencies disbursed from the separate account are used for the agreed purposes?

NO

(4) If assistance is terminated to a country, will any unencumbered balances of funds remaining in a separate account be disposed of for purposes agreed to by the recipient government and the United States Government?

NO

12. Trade Restrictions

a. Surplus Commodities (FY 1991 Appropriations Act Sec. 521(a)): If assistance is for the production of any commodity for export, is the commodity likely to be in surplus on world markets at the time the resulting productive capacity becomes operative, and is such assistance likely to cause substantial injury to U.S. producers of the same, similar or competing commodity?

N/A

b. Textiles (Lautenberg Amendment) (FY 1991 Appropriations Act Sec. 521(c)): Will the assistance (except for programs in Caribbean Basin Initiative countries under U.S. Tariff Schedule "Section 807," which allows reduced tariffs on articles assembled abroad from U.S.-made components) be used directly to procure feasibility studies, prefeasibility studies, or project profiles of potential investment in, or to assist the establishment of facilities specifically designed for, the manufacture for export to the United States or to third country markets in direct competition with U.S. exports, of

N/A

textiles, apparel, footwear, handbags, flat goods (such as wallets or coin purses worn on the person), work gloves or leather wearing apparel?

13. Tropical Forests (FY 1991 Appropriations Act Sec. 533(c)(3)): Will funds be used for any program, project or activity which would (a) result in any significant loss of tropical forests, or (b) involve industrial timber extraction in primary tropical forest areas?

N/A

14. PVO Assistance

a. Auditing and registration (FY 1991 Appropriations Act Sec. 537): If assistance is being made available to a PVO, has that organization provided upon timely request any document, file, or record necessary to the auditing requirements of A.I.D., and is the PVO registered with A.I.D.?

YES

b. Funding sources (FY 1991 Appropriations Act, Title II, under heading "Private and Voluntary Organizations"): If assistance is to be made to a United States PVO (other than a cooperative development organization), does it obtain at least 20 percent of its total annual funding for international activities from sources other than the United States Government?

YES

15. Project Agreement Documentation (State Authorization Sec. 139 (as interpreted by conference report)): Has confirmation of the date of signing of the project agreement, including the amount involved, been cabled to State L/T and A.I.D. LEG within 60 days of the agreement's entry into force with respect to the United States, and has the full text of the agreement been pouched to those same offices? (See Handbook 3, Appendix 6G for agreements covered by this provision).

N/A

AS

16. Metric System (Omnibus Trade and Competitiveness Act of 1988 Sec. 5164, as interpreted by conference report, amending Metric Conversion Act of 1975 Sec. 2, and as implemented through A.I.D. policy):

YES

Does the assistance activity use the metric system of measurement in its procurements, grants, and other business-related activities, except to the extent that such use is impractical or is likely to cause significant inefficiencies or loss of markets to United States firms? Are bulk purchases usually to be made in metric, and are components, subassemblies, and semi-fabricated materials to be specified in metric units when economically available and technically adequate? Will A.I.D. specifications use metric units of measure from the earliest programmatic stages, and from the earliest documentation of the assistance processes (for example, project papers) involving quantifiable measurements (length, area, volume, capacity, mass and weight), through the implementation stage?

17. Women in Development (FY 1991 Appropriations Act, Title II, under heading "Women in Development"): Will assistance be designed so that the percentage of women participants will be demonstrably increased?

YES

18. Regional and Multilateral Assistance (FAA Sec. 209): Is assistance more efficiently and effectively provided through regional or multilateral organizations? If so, why is assistance not so provided? Information and conclusions on whether assistance will encourage developing countries to cooperate in regional development programs.

NO

19. Abortions (FY 1991 Appropriations Act, Title II, under heading "Population, DA," and Sec. 525):

a. Will assistance be made available to any organization or program which, as determined by the President, supports or participates in the management of a program of coercive abortion or involuntary sterilization? NO

b. Will any funds be used to lobby for abortion? NO

20. Cooperatives (FAA Sec. 111): Will assistance help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward a better life? N/A

21. U.S.-Owned Foreign Currencies

a. Use of currencies (FAA Secs. 612(b), 636(h); FY 1991 Appropriations Act Secs. 507, 509): Describe steps taken to assure that, to the maximum extent possible, foreign currencies owned by the U.S. are utilized in lieu of dollars to meet the cost of contractual and other services. N/A

b. Release of currencies (FAA Sec. 612(d)): Does the U.S. own excess foreign currency of the country and, if so, what arrangements have been made for its release? NO

22. Procurement

a. Small business (FAA Sec. 602(a)): Are there arrangements to permit U.S. small business to participate equitably in the furnishing of commodities and services financed? YES

b. U.S. procurement (FAA Sec. 604(a)): Will all procurement be from the U.S. except as otherwise determined by the President or determined under delegation from him? YES

c. Marine insurance (FAA Sec. 604(d)): If the cooperating country discriminates against marine insurance companies authorized to do business in the U.S., will commodities be insured in the United States against marine risk with such a company?

YES

d. Non-U.S. agricultural procurement (FAA Sec. 604(e)): If non-U.S. procurement of agricultural commodity or product thereof is to be financed, is there provision against such procurement when the domestic price of such commodity is less than parity? (Exception where commodity financed could not reasonably be procured in U.S.)

N/A

e. Construction or engineering services (FAA Sec. 604(g)): Will construction or engineering services be procured from firms of advanced developing countries which are otherwise eligible under Code 941 and which have attained a competitive capability in international markets in one of these areas? (Exception for those countries which receive direct economic assistance under the FAA and permit United States firms to compete for construction or engineering services financed from assistance programs of these countries.)

NO

f. Cargo preference shipping (FAA Sec. 603): Is the shipping excluded from compliance with the requirement in section 901(b) of the Merchant Marine Act of 1936, as amended, that at least 50 percent of the gross tonnage of commodities (computed separately for dry bulk carriers, dry cargo liners, and tankers) financed shall be transported on privately owned U.S. flag commercial vessels to the extent such vessels are available at fair and reasonable rates?

NO

g. Technical assistance (FAA Sec. 621(a)): If technical assistance is financed, will such assistance be furnished by private enterprise on a contract basis to the fullest extent practicable? Will the

YES

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facilities and resources of other Federal agencies be utilized, when they are particularly suitable, not competitive with private enterprise, and made available without undue interference with domestic programs?

h. U.S. air carriers

(International Air Transportation Fair Competitive Practices Act, 1974): If air transportation of persons or property is financed on grant basis, will U.S. carriers be used to the extent such service is available?

YES

i. Termination for convenience

of U.S. Government (FY 1991 Appropriations Act Sec. 504): If the U.S. Government is a party to a contract for procurement, does the contract contain a provision authorizing termination of such contract for the convenience of the United States?

Any such contract will contain this provision

j. Consulting services

(FY 1991 Appropriations Act Sec. 524): If assistance is for consulting service through procurement contract pursuant to 5 U.S.C. 3109, are contract expenditures a matter of public record and available for public inspection (unless otherwise provided by law or Executive order)?

N/A

k. Metric conversion

(Omnibus Trade and Competitiveness Act of 1988, as interpreted by conference report, amending Metric Conversion Act of 1975 Sec. 2, and as implemented through A.I.D. policy): Does the assistance program use the metric system of measurement in its procurements, grants, and other business-related activities, except to the extent that such use is impractical or is likely to cause significant inefficiencies or loss of markets to United States firms? Are bulk purchases usually to be made in metric, and are components, subassemblies, and semi-fabricated materials to be specified in metric units when economically available and technically adequate? Will A.I.D. specifications use metric units of measure from the earliest programmatic stages, and from the earliest

YES

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documentation of the assistance processes (for example, project papers) involving quantifiable measurements (length, area, volume, capacity, mass and weight), through the implementation stage?

1. Competitive Selection

Procedures (FAA Sec. 601(e)): Will the assistance utilize competitive selection procedures for the awarding of contracts, except where applicable procurement rules allow otherwise?

YES

23. Construction

a. Capital project (FAA Sec. 601(d)): If capital (e.g., construction) project, will U.S. engineering and professional services be used?

NO

b. Construction contract (FAA Sec. 611(c)): If contracts for construction are to be financed, will they be let on a competitive basis to maximum extent practicable?

c. Large projects, Congressional approval (FAA Sec. 620(k)): If for construction of productive enterprise, will aggregate value of assistance to be furnished by the U.S. not exceed \$100 million (except for productive enterprises in Egypt that were described in the Congressional Presentation), or does assistance have the express approval of Congress?

N/A

24. U.S. Audit Rights (FAA Sec. 301(d)): If fund is established solely by U.S. contributions and administered by an international organization, does Comptroller General have audit rights?

N/A

25. Communist Assistance (FAA Sec. 620(h)). Do arrangements exist to insure that United States foreign aid is not used in a manner which, contrary to the best interests of the United States, promotes or assists the foreign aid projects or activities of the Communist-bloc countries?

YES

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26. Narcotics

a. Cash reimbursements (FAA Sec. 483): Will arrangements preclude use of financing to make reimbursements, in the form of cash payments, to persons whose illicit drug crops are eradicated? YES

b. Assistance to narcotics traffickers (FAA Sec. 487): Will arrangements take "all reasonable steps" to preclude use of financing to or through individuals or entities which we know or have reason to believe have either: (1) been convicted of a violation of any law or regulation of the United States or a foreign country relating to narcotics (or other controlled substances); or (2) been an illicit trafficker in, or otherwise involved in the illicit trafficking of, any such controlled substance? YES

27. Expropriation and Land Reform (FAA Sec. 620(g)): Will assistance preclude use of financing to compensate owners for expropriated or nationalized property, except to compensate foreign nationals in accordance with a land reform program certified by the President? YES

28. Police and Prisons (FAA Sec. 660): Will assistance preclude use of financing to provide training, advice, or any financial support for police, prisons, or other law enforcement forces, except for narcotics programs? YES

29. CIA Activities (FAA Sec. 662): Will assistance preclude use of financing for CIA activities? - YES

30. Motor Vehicles (FAA Sec. 636(i)): Will assistance preclude use of financing for purchase, sale, long-term lease, exchange or guaranty of the sale of motor vehicles manufactured outside U.S., unless a waiver is obtained? YES

31. **Military Personnel (FY 1991 Appropriations Act Sec. 503):** Will assistance preclude use of financing to pay pensions, annuities, retirement pay, or adjusted service compensation for prior or current military personnel? YES

32. **Payment of U.N. Assessments (FY 1991 Appropriations Act Sec. 505):** Will assistance preclude use of financing to pay U.N. assessments, arrearages or dues? YES

33. **Multilateral Organization Lending (FY 1991 Appropriations Act Sec. 506):** Will assistance preclude use of financing to carry out provisions of FAA section 209(d) (transfer of FAA funds to multilateral organizations for lending)? YES

34. **Export of Nuclear Resources (FY 1991 Appropriations Act Sec. 510):** Will assistance preclude use of financing to finance the export of nuclear equipment, fuel, or technology? YES

35. **Repression of Population (FY 1991 Appropriations Act Sec. 511):** Will assistance preclude use of financing for the purpose of aiding the efforts of the government of such country to repress the legitimate rights of the population of such country contrary to the Universal Declaration of Human Rights? YES

36. **Publicity or Propaganda (FY 1991 Appropriations Act Sec. 516):** Will assistance be used for publicity or propaganda purposes designed to support or defeat legislation pending before Congress, to influence in any way the outcome of a political election in the United States, or for any publicity or propaganda purposes not authorized by Congress? NO

37. Marine Insurance (FY 1991 Appropriations Act Sec. 563): Will any A.I.D. contract and solicitation, and subcontract entered into under such contract, include a clause requiring that U.S. marine insurance companies have a fair opportunity to bid for marine insurance when such insurance is necessary or appropriate?

YES

38. Exchange for Prohibited Act (FY 1991 Appropriations Act Sec. 569): Will any assistance be provided to any foreign government (including any instrumentality or agency thereof), foreign person, or United States person in exchange for that foreign government or person undertaking any action which is, if carried out by the United States Government, a United States official or employee, expressly prohibited by a provision of United States law?

NO

B. CRITERIA APPLICABLE TO DEVELOPMENT ASSISTANCE ONLY

1. Agricultural Exports (Bumpers Amendment) (FY 1991 Appropriations Act Sec. 521(b), as interpreted by conference report for original enactment): If assistance is for agricultural development activities (specifically, any testing or breeding feasibility study, variety improvement or introduction, consultancy, publication, conference, or training), are such activities: (1) specifically and principally designed to increase agricultural exports by the host country to a country other than the United States, where the export would lead to direct competition in that third country with exports of a similar commodity grown or produced in the United States, and can the activities reasonably be expected to cause substantial injury to U.S. exporters of a similar agricultural commodity; or (2) in support of research that is intended primarily to benefit U.S. producers?

N/A

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2. Tied Aid Credits (FY 1991 Appropriations Act, Title II, under heading "Economic Support Fund"): Will DA funds be used for tied aid credits?

NO

3. Appropriate Technology (FAA Sec. 107): Is special emphasis placed on use of appropriate technology (defined as relatively smaller, cost-saving, labor-using technologies that are generally most appropriate for the small farms, small businesses, and small incomes of the poor)?

YES

4. Indigenous Needs and Resources (FAA Sec. 281(b)): Describe extent to which the activity recognizes the particular needs, desires, and capacities of the people of the country; utilizes the country's intellectual resources to encourage institutional development; and supports civic education and training in skills required for effective participation in governmental and political processes essential to self-government.

Project activities based on proposals developed with community support; indigenous NGO will be strengthened; Namibians trained under project

5. Economic Development (FAA Sec. 101(a)): Does the activity give reasonable promise of contributing to the development of economic resources, or to the increase of productive capacities and self-sustaining economic growth?

YES

6. Special Development Emphases (FAA Secs. 102(b), 113, 281(a)): Describe extent to which activity will: (a) effectively involve the poor in development by extending access to economy at local level, increasing labor-intensive production and the use of appropriate technology, dispersing investment from cities to small towns and rural areas, and insuring wide participation of the poor in the benefits of development on a sustained basis, using appropriate U.S. institutions; (b) encourage democratic private and local governmental institutions; (c) support the self-help efforts of developing countries; (d) promote the participation of women in the national economies of developing countries

Poor rural community groups and local NGOs will collaborate, using a democratic process, to develop and carry out READ sub-project activities. Sub-project activities that make use of appropriate technologies and involve the participation of women, develop democratic institutions, and participatory approaches will be encouraged to the maximum extent practicable.

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and the improvement of women's status; and
(e) utilize and encourage regional
cooperation by developing countries.

7. Recipient Country Contribution
(FAA Secs. 110, 124(d)): Will the
recipient country provide at least 25
percent of the costs of the program,
project, or activity with respect to which
the assistance is to be furnished (or is
the latter cost-sharing requirement being
waived for a "relatively least developed"
country)?

YES

8. Benefit to Poor Majority (FAA
Sec. 128(b)): If the activity attempts to
increase the institutional capabilities of
private organizations or the government of
the country, or if it attempts to
stimulate scientific and technological
research, has it been designed and will it
be monitored to ensure that the ultimate
beneficiaries are the poor majority?

YES

9. Abortions (FAA Sec. 104(f); FY
1991 Appropriations Act, Title II, under
heading "Population, DA," and Sec. 535):

a. Are any of the funds to be
used for the performance of abortions as a
method of family planning or to motivate
or coerce any person to practice
abortions?

NO

b. Are any of the funds to be
used to pay for the performance of
involuntary sterilization as a method of
family planning or to coerce or provide
any financial incentive to any person to
undergo sterilizations?

NO

c. Are any of the funds to be
made available to any organization or
program which, as determined by the
President, supports or participates in the
management of a program of coercive
abortion or involuntary sterilization?

NO

d. Will funds be made available only to voluntary family planning projects which offer, either directly or through referral to, or information about access to, a broad range of family planning methods and services?

NO

e. In awarding grants for natural family planning, will any applicant be discriminated against because of such applicant's religious or conscientious commitment to offer only natural family planning?

NO

f. Are any of the funds to be used to pay for any biomedical research which relates, in whole or in part, to methods of, or the performance of, abortions or involuntary sterilization as a means of family planning?

NO

g. Are any of the funds to be made available to any organization if the President certifies that the use of these funds by such organization would violate any of the above provisions related to abortions and involuntary sterilization?

NO

10. Contract Awards (FAA Sec. 601(e)): Will the project utilize competitive selection procedures for the awarding of contracts, except where applicable procurement rules allow otherwise?

YES

11. Disadvantaged Enterprises (FY 1991 Appropriations Act Sec. 567): What portion of the funds will be available only for activities of economically and socially disadvantaged enterprises, historically black colleges and universities, colleges and universities having a student body in which more than 40 percent of the students are Hispanic Americans, and private and voluntary organizations which are controlled by individuals who are black Americans, Hispanic Americans, or Native Americans, or who are economically or socially disadvantaged (including women)?

N/A because no contracts over \$500,000

12. Biological Diversity (FAA Sec. 119(g): Will the assistance: (a) support training and education efforts which improve the capacity of recipient countries to prevent loss of biological diversity; (b) be provided under a long-term agreement in which the recipient country agrees to protect ecosystems or other wildlife habitats; (c) support efforts to identify and survey ecosystems in recipient countries worthy of protection; or (d) by any direct or indirect means significantly degrade national parks or similar protected areas or introduce exotic plants or animals into such areas?

YES

13. Tropical Forests (FAA Sec. 118; FY 1991 Appropriations Act Sec. 533(c)-(e) & (g)):

a. A.I.D. Regulation 16: Does the assistance comply with the environmental procedures set forth in A.I.D. Regulation 16?

YES

b. Conservation: Does the assistance place a high priority on conservation and sustainable management of tropical forests? Specifically, does the assistance, to the fullest extent feasible: (1) stress the importance of conserving and sustainably managing forest resources; (2) support activities which offer employment and income alternatives to those who otherwise would cause destruction and loss of forests, and help countries identify and implement alternatives to colonizing forested areas; (3) support training programs, educational efforts, and the establishment or strengthening of institutions to improve forest management; (4) help end destructive slash-and-burn agriculture by supporting stable and productive farming practices; (5) help conserve forests which have not yet been degraded by helping to increase production on lands already cleared or degraded; (6) conserve forested watersheds and rehabilitate those which have been deforested; (7) support training, research, and other actions

YES

which lead to sustainable and more environmentally sound practices for timber harvesting, removal, and processing; (8) support research to expand knowledge of tropical forests and identify alternatives which will prevent forest destruction, loss, or degradation; (9) conserve biological diversity in forest areas by supporting efforts to identify, establish, and maintain a representative network of protected tropical forest ecosystems on a worldwide basis, by making the establishment of protected areas a condition of support for activities involving forest clearance or degradation, and by helping to identify tropical forest ecosystems and species in need of protection and establish and maintain appropriate protected areas; (10) seek to increase the awareness of U.S. Government agencies and other donors of the immediate and long-term value of tropical forests; (11) utilize the resources and abilities of all relevant U.S. government agencies; (12) be based upon careful analysis of the alternatives available to achieve the best sustainable use of the land; and (13) take full account of the environmental impacts of the proposed activities on biological diversity?

c. Forest degradation: Will assistance be used for: (1) the procurement or use of logging equipment, unless an environmental assessment indicates that all timber harvesting operations involved will be conducted in an environmentally sound manner and that the proposed activity will produce positive economic benefits and sustainable forest management systems; (2) actions which will significantly degrade national parks or similar protected areas which contain tropical forests, or introduce exotic plants or animals into such areas; (3) activities which would result in the conversion of forest lands to the rearing of livestock; (4) the construction, upgrading, or maintenance of roads (including temporary haul roads for logging or other extractive industries) which pass through relatively undergraded

NO

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forest lands; (5) the colonization of forest lands; or (6) the construction of dams or other water control structures which flood relatively undergraded forest lands, unless with respect to each such activity an environmental assessment indicates that the activity will contribute significantly and directly to improving the livelihood of the rural poor and will be conducted in an environmentally sound manner which supports sustainable development?

d. Sustainable forestry: If assistance relates to tropical forests, will project assist countries in developing a systematic analysis of the appropriate use of their total tropical forest resources, with the goal of developing a national program for sustainable forestry?

N/A

e. Environmental impact statements: Will funds be made available in accordance with provisions of FAA Section 117(c) and applicable A.I.D. regulations requiring an environmental impact statement for activities significantly affecting the environment?

YES

14. Energy (FY 1991 Appropriations Act Sec. 533(c)): If assistance relates to energy, will such assistance focus on: (a) end-use energy efficiency, least-cost energy planning, and renewable energy resources, and (b) the key countries where assistance would have the greatest impact on reducing emissions from greenhouse gases?

N/A

15. Sub-Saharan Africa Assistance (FY 1991 Appropriations Act Sec. 562, adding a new FAA chapter 10 (FAA Sec. 496)): If assistance will come from the Sub-Saharan Africa DA account, is it: (a) to be used to help the poor majority in Sub-Saharan Africa through a process of long-term development and economic growth that is equitable, participatory, environmentally sustainable, and self-reliant; (b) to be used to promote sustained economic growth, encourage

N/A

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private sector development, promote individual initiatives, and help to reduce the role of central governments in areas more appropriate for the private sector; (c) to be provided in a manner that takes into account, during the planning process, the local-level perspectives of the rural and urban poor, including women, through close consultation with African, United States and other PVOs that have demonstrated effectiveness in the promotion of local grassroots activities on behalf of long-term development in Sub-Saharan Africa; (d) to be implemented in a manner that requires local people, including women, to be closely consulted and involved, if the assistance has a local focus; (e) being used primarily to promote reform of critical sectoral economic policies, or to support the critical sector priorities of agricultural production and natural resources, health, voluntary family planning services, education, and income generating opportunities; and (f) to be provided in a manner that, if policy reforms are to be effected, contains provisions to protect vulnerable groups and the environment from possible negative consequences of the reforms?

16. Debt-for-Nature Exchange (FAA Sec. 463): If project will finance a debt-for-nature exchange, describe how the exchange will support protection of: (a) the world's oceans and atmosphere, (b) animal and plant species, and (c) parks and reserves; or describe how the exchange will promote: (d) natural resource management, (e) local conservation programs, (f) conservation training programs, (g) public commitment to conservation, (h) land and ecosystem management, and (i) regenerative approaches in farming, forestry, fishing, and watershed management.

N/A

17. Deobligation/Reobligation (FY 1991 Appropriations Act Sec. 515): If deob/reob authority is sought to be exercised in the provision of DA assistance, are the funds being obligated for the same general purpose, and for countries within the same region as originally obligated, and have the House and Senate Appropriations Committees been properly notified?

N/A

18. Loans

a. Repayment capacity (FAA Sec. 122(b)): Information and conclusion on capacity of the country to repay the loan at a reasonable rate of interest.

N/A

b. Long-range plans (FAA Sec. 122(b)): Does the activity give reasonable promise of assisting long-range plans and programs designed to develop economic resources and increase productive capacities?

N/A

c. Interest rate (FAA Sec. 122(b)): If development loan is repayable in dollars, is interest rate at least 2 percent per annum during a grace period which is not to exceed ten years, and at least 3 percent per annum thereafter?

N/A

d. Exports to United States (FAA Sec. 620(d)): If assistance is for any productive enterprise which will compete with U.S. enterprises, is there an agreement by the recipient country to prevent export to the U.S. of more than 20 percent of the enterprise's annual production during the life of the loan, or has the requirement to enter into such an agreement been waived by the President because of a national security interest?

N/A

19. Development Objectives (FAA Secs. 102(a), 111, 113, 281(a)): Extent to which activity will: (1) effectively involve the poor in development, by expanding access to economy at local level, increasing labor-intensive production and the use of appropriate technology, spreading investment out from

See 6 above

cities to small towns and rural areas, and insuring wide participation of the poor in the benefits of development on a sustained basis, using the appropriate U.S. institutions; (2) help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward better life, and otherwise encourage democratic private and local governmental institutions; (3) support the self-help efforts of developing countries; (4) promote the participation of women in the national economies of developing countries and the improvement of women's status; and (5) utilize and encourage regional cooperation by developing countries?

20. Agriculture, Rural Development and Nutrition, and Agricultural Research (FAA Secs. 103 and 103A):

a. Rural poor and small farmers: If assistance is being made available for agriculture, rural development or nutrition, describe extent to which activity is specifically designed to increase productivity and income of rural poor; or if assistance is being made available for agricultural research, has account been taken of the needs of small farmers, and extensive use of field testing to adapt basic research to local conditions shall be made.

READ will train individuals and develop NGOs to increase productivity and income of poor rural Namibians.

b. Nutrition: Describe extent to which assistance is used in coordination with efforts carried out under FAA Section 104 (Population and Health) to help improve nutrition of the people of developing countries through encouragement of increased production of crops with greater nutritional value; improvement of planning, research, and education with respect to nutrition, particularly with reference to improvement and expanded use of indigenously produced foodstuffs; and the undertaking of pilot or demonstration programs explicitly addressing the problem of malnutrition of poor and vulnerable people.

N/A

c. Food security: Describe extent to which activity increases national food security by improving food policies and management and by strengthening national food reserves, with particular concern for the needs of the poor, through measures encouraging domestic production, building national food reserves, expanding available storage facilities, reducing post harvest food losses, and improving food distribution.

N/A

21. Population and Health (FAA Secs. 104(b) and (c)): If assistance is being made available for population or health activities, describe extent to which activity emphasizes low-cost, integrated delivery systems for health, nutrition and family planning for the poorest people, with particular attention to the needs of mothers and young children, using paramedical and auxiliary medical personnel, clinics and health posts, commercial distribution systems, and other modes of community outreach.

... N/A

22. Education and Human Resources Development (FAA Sec. 105): If assistance is being made available for education, public administration, or human resource development, describe (a) extent to which activity strengthens nonformal education, makes formal education more relevant, especially for rural families and urban poor, and strengthens management capability of institutions enabling the poor to participate in development; and (b) extent to which assistance provides advanced education and training of people of developing countries in such disciplines as are required for planning and implementation of public and private development activities.

Project will strengthen capacity of indigenous NGOs to implement income-generating activities, train Namibians in skills necessary for implementing such activities, and train GON employees in such skills.

23. Energy, Private Voluntary Organizations, and Selected Development Activities (FAA Sec. 106): If assistance is being made available for energy, private voluntary organizations, and selected development problems, describe extent to which activity is:

a. concerned with data collection and analysis, the training of skilled personnel, research on and development of suitable energy sources, and pilot projects to test new methods of energy production; and facilitative of research on and development and use of small-scale, decentralized, renewable energy sources for rural areas, emphasizing development of energy resources which are environmentally acceptable and require minimum capital investment;

Project will collect and analyze data concerning NGO and community activities in non-formal education and provide training for such activities.

b. concerned with technical cooperation and development, especially with U.S. private and voluntary, or regional and international development, organizations;

US PVO will manage subgrant program involving indigenous PVOs

c. research into, and evaluation of, economic development processes and techniques;

Project will provide research and evaluations of non-formal education activities

d. reconstruction after natural or manmade disaster and programs of disaster preparedness;

N/A

e. for special development problems, and to enable proper utilization of infrastructure and related projects funded with earlier U.S. assistance;

N/A

f. for urban development, especially small, labor-intensive enterprises, marketing systems for small producers, and financial or other institutions to help urban poor participate in economic and social development.

N/A

C. CRITERIA APPLICABLE TO ECONOMIC SUPPORT FUNDS ONLY N/A

1. Economic and Political Stability (FAA Sec. 531(a)): Will this assistance promote economic and political stability? To the maximum extent feasible, is this assistance consistent with the policy directions, purposes, and programs of Part I of the FAA? N/A

2. Military Purposes (FAA Sec. 531(e)): Will this assistance be used for military or paramilitary purposes? N/A

3. Commodity Grants/Separate Accounts (FAA Sec. 609): If commodities are to be granted so that sale proceeds will accrue to the recipient country, have Special Account (counterpart) arrangements been made? (For FY 1991, this provision is superseded by the separate account requirements of FY 1991 Appropriations Act Sec. 575(a), see Sec. 575(a)(5).) N/A

4. Generation and Use of Local Currencies (FAA Sec. 531(d)): Will ESF funds made available for commodity import programs or other program assistance be used to generate local currencies? If so, will at least 50 percent of such local currencies be available to support activities consistent with the objectives of FAA sections 103 through 106? (For FY 1991, this provision is superseded by the separate account requirements of FY 1991 Appropriations Act Sec. 575(a), see Sec. 575(a)(5).) N/A

5. Cash Transfer Requirements (FY 1991 Appropriations Act, Title II, under heading "Economic Support Fund," and Sec. 575(b)). If assistance is in the form of a cash transfer: N/A

a. Separate account: Are all such cash payments to be maintained by the country in a separate account and not to be commingled with any other funds? N/A

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b. **Local currencies:** Will all local currencies that may be generated with funds provided as a cash transfer to such a country also be deposited in a special account, and has A.I.D. entered into an agreement with that government setting forth the amount of the local currencies to be generated, the terms and conditions under which they are to be used, and the responsibilities of A.I.D. and that government to monitor and account for deposits and disbursements?

N/A

c. **U.S. Government use of local currencies:** Will all such local currencies also be used in accordance with FAA Section 609, which requires such local currencies to be made available to the U.S. government as the U.S. determines necessary for the requirements of the U.S. Government, and which requires the remainder to be used for programs agreed to by the U.S. Government to carry out the purposes for which new funds authorized by the FAA would themselves be available?

N/A

d. **Congressional notice:** Has Congress received prior notification providing in detail how the funds will be used, including the U.S. interests that will be served by the assistance, and, as appropriate, the economic policy reforms that will be promoted by the cash transfer assistance?

N/A

DRAFTER:GC/LP:EHonnold:5/17/91:2169J

ANNEX D

B/G REQUEST FOR ASSISTANCE



REPUBLIC OF NAMIBIA

NATIONAL PLANNING COMMISSION

Tel: (061) 286-9111

Private Bag 13356

Fax: (061) 227572

WINDHOEK

Enquiries: C. Schumann

Our Ref.: 12/2/2/U.7 Your Ref.:

11 August 1992

Dr. R.L. Shortlidge, Jr.
Representative
U. S. Agency for International Development
Private Bag 12028
Windhoek

BY HAND

Dear Dr. Shortlidge,

REACHING OUT WITH EDUCATION FOR ADULTS IN DEVELOPMENT (READ)

Further to recent consultations with your good office, I am writing on behalf of the Government of Namibia, to formally request a grant of twelve million dollars (\$ 12,000,000) for the implementation of the above project. The Government of Namibia will provide the Rand equivalent of at least one million five hundred and seventy five thousand dollars (\$ 1,575,000) both in cash and in kind to support the project over its planned seven year life. In addition, the Rand contribution, in cash and in kind, of the non-governmental organisations will equal or surpass two million four hundred and seventy five thousand dollars (\$2,475,000).

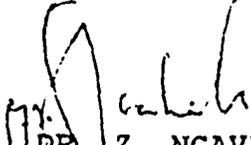
The purpose of the READ Project is to assist the Ministry of Education and Culture's Department of Adult and Non-Formal Education and non-governmental and community-based organisations in adult education programmes to do with literacy, income generation, life skills and nation building.

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The project will focus on the components of non-governmental organisations' and community-based organisations' capacity-building, training in the above-mentioned skills areas, improvement of technology and methodology and information sharing. The project will benefit at least 10,000 disadvantaged Namibians in improving their quality of life.

Your assistance will be greatly appreciated.

Yours sincerely,


DR. Z. NGAVIRUE
DIRECTOR-GENERAL



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

10 September 1992

Mr Mark Johnson
US Agency for International Development
Windhoek

Dear Mark

HOST COUNTRY CONTRIBUTIONS TO READ PROJECT

Thank you for your Memorandum of 2 September 1992.

The attached schedule sets out an illustrative best estimate of how the \$1,575,000 contribution of the Ministry of Education and Culture (Department of Adult and Nonformal Education) will be made to the READ Project and related activities.

Yours sincerely

Justin Ellis
Under Secretary (Adult and Nonformal Education)

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HOST COUNTRY CONTRIBUTIONS: Ministry of Education/DANFE

The total contribution of \$1,575,000 from the Ministry of Education/DANFE consists of 10 percent Management time at headquarters and in the six regions where DANFE programs are operating. Its literacy-specific management, training, evaluation, and materials production expertise will assist NGOs in the project including twenty percent of its Adult Skills Program staff and resources. The Ministry of Education's facilities, in the way of schools, accommodation, transport, and conference/training costs, will be used for hosting training involving NGOs and selected participants.

The following breakdown shows MEC contributions at 30% for materials and supplies distributed to NGOs; 47% being facilities and equipment used by NGOs, and 10% for salaries at management levels involved in training and supervision.

Ministry of Education/Department of Adult and Nonformal Education

	1993	1994	1995	1996	1997	1998	TOTAL	%
Salaries	26,250	26,250	26,250	26,250	26,250	26,250	157,500	10.0
travel/subsistence	7,875	7,875	7,875	7,875	7,875	7,875	47,250	3.0
materials/supplies	78,750	78,750	78,750	78,750	78,750	78,750	472,500	30.0
transport	26,250	26,250	26,250	26,250	26,250	26,250	157,500	10.0
facilities	78,750	78,750	78,750	78,750	78,750	78,750	472,500	30.0
equipment/maintenance	44,625	44,625	44,625	44,625	44,625	44,625	267,750	17.0
TOTAL	262,500	262,500	262,500	262,500	262,500	262,500	1575000	100

VUSA-118 / 10.9.12

ANNEX E

NONFORMAL EDUCATION ANALYSIS

ANNEX E NONFORMAL EDUCATION ANALYSIS

THE ROLE OF THE PUBLIC AND PRIVATE SECTOR IN NONFORMAL EDUCATION

This Chapter is divided into two sections: Section One discusses the role and capabilities of the Public Sector, primarily the Ministry of Education, in promoting literacy, nonformal and adult education in Namibia. Section Two identifies the Private Sector, namely Non-Government Organizations (NGO), the types of activities they engage in for delivering NFE services, and to what extent NGOs have the capacity necessary to promote NFE.

Central questions to be answered are: 1) Should the READ project support the MEC's initiatives in nonformal education, and if so, what are the best support mechanisms to do so? 2) What are the opportunities and constraints in the NGO communities in delivering NFE services? and 3) in what ways can the READ project strengthen these institutions to become more efficient service providers to the disadvantaged groups in Namibia? The analysis also discusses other external donor activities in NFE, and the external inputs needed to administer and manage the Project over its 6-year period.

NONFORMAL EDUCATION IN THE PUBLIC SECTOR

DEPARTMENT OF ADULT AND NONFORMAL EDUCATION (DANFE). A Division of Nonformal Education was established in 1983 within the Department of National Education under the South African administration. The NFE offerings were limited to providing "second-chance" courses to youth and adults who had dropped out of the formal schools system in classrooms, in distance teaching (correspondence courses) and study groups. One hundred literacy groups were also established on commercial farms.

In 1990 the new government of Namibia expanded its NFE program by establishing the Department of Adult and Nonformal Education (DANFE) within the Ministry of Education. The department, like the ministry, included youth in its mandate, until the Ministry of Youth and Sports was separated from the Ministry of Education and Culture in 1991. The new department broadened nonformal education to include basic skills training, and extended its constituents to include Namibians whose educational level was not high enough to qualify them for continuing education.

Today, the DANFE staff are still in the process of rationalizing programs within the department and, to some extent, sorting out the mandates of each agency and mechanisms for cooperation with the Ministry of Education and other ministries that provide nonformal education. And as a recent newcomer to the education sector, DANFE is still struggling for its share of the ministry's budget. The government is committed to "education for all," including adults who have been denied sufficient access to schooling

and training, and as the importance of DANFE's role is recognized, its staff has begun to create a respectable profile in the education sector.

Prior to DANFE's establishment in 1990, the nonformal education sector had been dominated by nongovernmental organizations (NGOs) who were beneficiaries of assistance from churches, humanitarian organizations, and from foreign governments. DANFE recognizes the NGO contribution to nonformal education and wants to help sustain their efforts. DANFE also recognizes that the need for an educated society is great and that the NGOs can make an important contribution to this end.

Literacy education started in 1984 prior to Independence, and was provided outside of school through two large networks: 1) the Namibia Literacy Program (NLP), which was an extension of programs in South Africa and directed by a board comprised largely of church officials, and 2) the SWAPO Literacy Campaign (SLC), which was provided to Namibians in exile. Both of these groups developed materials based on the literacy-teaching method of the famous Brazilian educator, Paulo Freire, although key words were different for each group. Literacy training was also offered by other NGOs, major companies, and the Department of National Education.

When repatriation of exiles appeared likely in 1989, NLP and SWAPO agreed to merge their activities through the Continuation of Literacy Work Among Returnees (CLWR) under NLP leadership. The NLP still operates as an NGO, although its staff and resources have been drastically reduced because donor funds are being redirected to the government.

In the MEC's organization chart, the Undersecretary for Adult and Nonformal Education (on the same level as the Undersecretary for Formal Education) supervises four directorates: (1) Literacy, (2) Adult Skills, (3) Continuing Education, and (4) Distance Education. These directorates will probably be combined into two: Adult Skills will merge with Literacy, and Distance Education with Continuing Education.

Literacy. This directorate, the largest, has developed a large, nationwide program reaching every corner of the country. The government's literacy program has the capacity for overshadowing all the literacy programs of the large NGOs including the Council of Churches in Namibia (CCN), and the National Literacy Program (NLP). DANFE's literacy program is described more fully in the *Guide to the National Literacy Program in Namibia*, (NLPN), whose goal is banishing illiteracy by the year 2000. Through a mobilization scheme, national level staff train and provide materials to six regional literacy officers (RLOs), each of whom in turn supports about 20 district literacy officers (DLOs), each of whom trains and supports 20 community promoters (literacy teachers). The latter are paid on an annual basis by the government, but, unlike the regional and district-level officers, are not permanent government employees.

The NLPN also supports NGOs, private companies, school boards, and other organizations that establish literacy training groups with free learning materials and assistance with staff training. These groups follow the program's guidelines, permit the program staff to observe groups, and pay promoters or teachers according to the program's salary scale.

The program has developed its own set of materials and is based on a "learner-centered" approach. The aim of the program appears to be literacy in English, with literacy in mother tongues being used as a pedagogical means to that end. The materials are on three levels: 1) basic reading, writing, and math in the mother tongue; 2) functional literacy topics such as AIDS, growing vegetables, and first aid; and 3) basic literacy and numeracy in English. A literacy group is established in each community under the auspices of a community literacy committee, which selects the promoter and supports the group. Particular attention is given to three types of especially disadvantaged groups: 1) those who speak a language other than one of the official local ones (in which literacy materials are produced); 2) those who live in isolated communities such as commercial farms; and 3) those who are disabled.

A Literacy Trust Fund has been established as a semi-autonomous body that may accept funds directly from donors and to disburse these funds to community literacy groups, including those managed by NGOs and other organizations. The funds will be used to pay staff and provide other resources to literacy-related projects.

Adult skills training. The new government has paid more attention to training adults for employment in the informal sector than the former administration. The MEC/DANFE described its plans in the *Program and Strategy for Skills Training and Micro Enterprise Development, 1992*. The program addresses the imbalance between limited opportunities in the formal sector and underdeveloped opportunities in the informal sector, especially in rural areas. The training and support will focus on developing self-sustaining institutional capacities in communities, and on identifying potential markets for adults who can be trained in employable skills.

The program aims at providing an "integrated package of support services" to adults, including: introductory information sessions; business information, counseling, market research, planning and presentation; commercial evaluation of proposals; skills training, including business skills; financing; exposure to other resources and options; and post start-up support for 12 months. The expected outcome from the program will be improvement in the access to, and equity in, employment opportunities, especially for the most disadvantaged, including women and people with disabilities. It will link its services with those provided by other ministries engaged in nonformal education (see Section 3, page 5), chambers of commerce, National Job Creation Services, credit institutions, donor agencies, and NGOs, in particular the Institute for Management and Leadership Training, the Private Sector Foundation, and "other NGOs offering training for self-reliance."

The Directorate of Adult Skills receives technical assistance from the Skills Development for Self-Reliance Project of the International Labor Organization (ILO), a community based strategy that offers business literacy in key elements as: information sessions and awareness training; identification of opportunities and needs assessment; training; use of local resources and facilities; brokering and linking communities to credit; organizations; organization of marketing and exhibitions; and follow-up and monitoring.

Continuing Education: Colleges for Adult Development. The Directorate of Continuing Education, modeled on the folk high schools of Nordic countries (see *Adult Development Colleges in Namibia*, published by the ministry in 1991) is adopting a new approach to adult education assisted by Swedish technical experts. It plans to open its first Colleges of Adult Development (CADs), based on those folk high schools, in Gobabis (the eastern region) and Okahao (the Ondangwa region) in 1992. While operating within a national perspective, a college will tailor its courses to the specific needs of adults in the areas. Courses will vary in length, and certificates will be offered to course completers, though not for the purpose of granting degrees. A College will have outreach activities through the use of print and electronic media, conferences, and public meetings; deal with controversial issues; be residential; be built on democratic management structures and teaching methods; charge reasonable fees to help cover expenses; be situated near urban areas; and employ teachers especially trained to work in the colleges.

Distance Education. The Directorate of Distance Education also inherited a small program of correspondence courses directed mainly to adults who had not completed their formal education. About one-third of the territory's teachers took advantage of this means of upgrading. The program was an extension of a well-established distance education system in South Africa. Like the Directorate of Continuing Education, this directorate has taken a new approach since Independence, and is establishing the Namibian Distance Education College (NDEC), a semi-autonomous body under the control of the Ministry of Education and Culture, but with formal relationships to the Namibian Institute for Education, the Namibian Broadcasting Company (NBC), and the new University of Namibia. It hopes to use radio to deliver education as well.

Specific proposals for the college were presented to MEC by a consultant team in 1992 (see *A Distance Education College for Namibia: Taking Education to the People*). The team identified six major priorities for distance education: Inservice teacher training; upgrading of development and adult education workers; access and remedial courses for adults and young adults; adult basic education, including skill training; post-literacy courses, including technical, commercial, and community-management skills; and courses to improve communication in English at all levels.

The college differs from the others in its intent to prepare students for public exams and accreditation, with training modules recommended first for inservice teacher training followed by adult basic education courses for others. The concept of the college relies on the development of resource centers in regions and districts. The Ministry is presently reviewing the readiness of these centers throughout the country since some require new or renovated facilities. Other Ministries would also use the centers, depending on the coordination and need among ministry services on the regional and district levels. The Distance Education College will receive further technical assistance from the Commonwealth of Learning in Canada, and hopes to collaborate with NBC in providing technical services in radio broadcasting.

DANFE's four distinct programs in nonformal education share a common pedagogical approach of being learner-centered and governed, managed, and implemented in a democratic manner. Each one has received some foreign technical assistance in its

formulation, but none has sufficient financial, material, or human resources to carry out its mandate without further assistance. For this reason, DANFE is relying on the existing programs of NGOs and other organizations to contribute to the nonformal education of adults in Namibia, and is genuinely keen to cooperate with the Private Sector in promoting literacy and adult skills training, in particular.

Nonformal education programs of other ministries

The government has expressed its intent to decentralize its authority and financing, giving regional and district levels of government more autonomy. While this is a new approach to many Ministry personnel at local levels, requiring less direction from Windhoek headquarters, at least five Ministries, including the Ministry of Education and Culture, are offering community-based services and training their staffs in the provision of these services. But because there is little coordination of inter-ministerial efforts, a duplication of efforts is resulting, such as plans emerging from various ministries to establish polyvalent regional centers that support new community development enterprises. Another area of overlap is in training of trainer (TOT) programs. Communities are receiving attention from government agents who ask them to create committees or identify leaders for carrying out community development projects.

The various ministries appear still to be vying for resources in the government's grassroots, "bottom-up" development strategy. One proposal calls for the Rural Development Division (in the Ministry of Agriculture, Water, and Rural Development) to coordinate extension activities through an interministerial coordinating committee based in the Prime Minister's office. But other ministries, including Education and Wildlife, Conservation and Tourism, have already begun to plan and implement programs without this proposed coordination mechanism. As a result, activities that will involve community members in nonformal education through government programs are still in an unsettled state, and require attention to any redundancies and over-utilization of limited resources that could otherwise be shared.

Some key activities in other Ministries that address NFE services are noted below. To date, the Ministries of Agriculture, Labor and Health have linked up with the Ministry of Education and Culture in areas where they have direct common interests.

Wildlife, Conservation and Tourism: the MWCT has an Environmental coordinator based in Windhoek who is part of the Environmental Education and Extension Section. The objectives of the section are to develop a national, interactive communications network, and to facilitate natural environmental experiences and learning opportunities. The MWCT has taken the initiative to draft an EE policy and views EE as an important part of its work. The development of an Environmental Education Center in the Etosha National Park at Namutoni is an important part of the MWCT's 1992 program and will be done in collaboration with the Rossing Foundation grant financed under READ.

Agriculture, Water and Rural Development: The Rural Development Division trains extension worker in activities such as rural water supply, cottage industries, agro-industries, home-economics, credit, energy supply, and appropriate

technology.

Local Government and Housing: The Community Development Division trains liaison officers in regional and subregional offices who serve as resources to "community activators" identified in communities.

Trade and Industry: The Division of Small-Scale and Informal Business is mobilizing small urban centers to create "industrial parks," and to encourage community income-generating projects.

Health and Social Services: A pilot project in eight health districts is training trainers (TOTs) who will, in turn, train community mobilizers for delivering health care services.

Lands Resettlement and Rehabilitation: Two year "emergency relief" programs are offered to returnees from exile, attempting to train and resettle them back to their homes or in employment. However, a lack of training personnel, equipment, and sound strategies are obstructing this goal.

Youth and Sport (Youth Directorate): Programs are provided in vocational skill training for employment, and other enrichment programs for idle, undereducated youth. It is proposed that Peace Corps volunteers be assigned to this Ministry.

Women Affairs: This office coordinates various Ministry activities directed towards improving the status of women, compiles reports and monitors research efforts in this sector.

Labor and Manpower Development (Employment Creation Fund): Programs to train adults and create job opportunities are being developed and implemented, but are constrained by the lack of trainers and seed capital to reach needy groups, particularly in rural areas.

ISSUES:

Should the READ project support DANFE programs and activities?

The READ project is intended to support NGOs in their efforts to provide nonformal education, with the implication that government activities might not be directly supported. The rationale for this approach is: 1) NGOs have been carrying the lion's share of nonformal education before and since Independence; 2) the government does not have the resources to sustain nonformal education programs that meet the demand nationwide at the community level; and 3) the government presently appears to handle foreign assistance inefficiently, and it is sometimes difficult for funds to reach intended beneficiaries when directed through government channels. On the other hand, DANFE has produced a coherent set of plans and programs for providing nonformal education to adults, and has adopted a practical strategy for working with the private sector.

The READ project, as a component of USAID's overall strategic support, cannot ignore the critical importance of supporting intermediary government and NGO institutions. Unless they develop the capacity to extend democratic procedures to the grassroots level, "institutions at the center, no matter how democratic in form, will be 'suspended' over society and eventually collapse because they cannot exert authority over the populations they nominally rule."

Some donors that supported an independent Namibia have continued to circumvent government channels by providing funds through NGOs in order to avoid the inefficient funding procedures of the new government. Yet government programs, including those of DANFE, should not be abandoned if they are to build leadership capabilities and support for private-sector activities. DANFE's in its infancy has yet to flex its internal structure to deliver services efficiently and effectively, especially in relation to those offered by NGOs and other providers of nonformal education. DANFE needs support for it to continue rationalizing its programs and to adjust program goals and methods in the process.

It is possible that the curricular approach and the instructional methodology of the literacy program may not be realistic for an adult trainee. MEC offers a three-year continuous program in which the student becomes literate in three annual steps: the first year the trainee receives literacy instruction in his own language; the second year is a transition toward English; and the third year the trainee concentrates in English literacy. While the curricular approach seems valid for the formal sector, the team had reservations about the plan for adults. This instructional methodology may not respond to the learning needs and the maturity of the adult. The day-to-day instructional materials are not sufficiently explicit for instructors with a limited educational background, although imaginative instructors will probably be effective under most conditions. Of greater importance, an adult probably will not opt to spend three years of his life to learn a new language. He may be willing or able to enroll for a shorter period at first; with success, he may continue his training.

RECOMMENDATIONS

As a provider of "basic education" and nonformal education services, DANFE should be among the top priority government programs for direct support by the READ Project, and that further support to nonformal education programs of other Ministries should not be ruled out.

One mechanism for support to DANFE should be direct technical assistance for staff training, program evaluation, and materials development in programs that provide literacy, life, income-generation, and democratization and nation-building skills to adults who have had fewer opportunities for education. This could take the form of inservice training by African or U.S. experts, study tours and internships for DANFE staff in nonformal education programs outside of Namibia, and workshops.

READ should respond with assistance to proposals from the Literacy Trust Fund as a key facilitator of literacy education.

Given the newness of DANFE's community level literacy efforts and its still unproven effectiveness, READ project should concentrate support on the government at high and mid-level staff levels, and respond to community-level activities through its grants program of direct assistance to NGOs.

Under the present MEC literacy training plan, there may be higher attrition rate than normal for adults because of the inexorably long time strategy and a methodology that lacks an emphasis on completion. MEC should reconsider its approach to an encouraging mode for individuals to complete "bite-size" units of, say, not more than ten weeks.

NONFORMAL EDUCATION IN THE PRIVATE SECTOR

NGOs IN NAMIBIA

With limited and decreasing funding, NGOs in Namibia today are desperately trying to meet increasing demands of people for a variety of services, ranging from skills development to income generation to English language literacy. Before Independence, Namibian NGOs were neither ready nor permitted to operate freely in delivering needed community services. Now, some established NGOs cannot expand because of shrinking donor support. During Namibia's transition to representative democratic rule, some international NGOs refrained from opening offices in Namibia due to uncertainties about the new government's viability. In spite of these constraints, the Churches and better endowed NGOs constituted the main bulwark of delivery of public and community services which are discussed further in the Institutional Analysis section of this Project Paper.

The apartheid strategy era in Namibia essentially divided the scattered communities, thereby inhibiting needed development of institutional infrastructure to serve the grassroots. As more aggressive political programming emerged, existing NGO efforts took on what appeared to be characteristics of political partisanship, some allied to SWAPO's literacy and awareness-raising campaigns. The Churches in Namibia aligned with this political push and remained a strong development force for the still disenfranchised grassroots population. Their significant response to repatriation and resettlement of displaced Namibian war victims in late 1980s, exemplified by the Council of Churches of Namibia (CCN), gave impetus to other groups to develop strategies to start reconstructing the country's spirit and economy as a whole. These responses addressed needs of the handicapped, broken families, child health and family economy, and small scale industry.

While Churches responded to social, educational, and life coping needs of the disadvantaged, some NGOs emerged in the 1980s with the purpose of building capacity of community organizations to stimulate self-help initiatives through training and entrepreneurial assistance. Notable NGOs in this category were the Rossing Foundation, the Namibia Development Trust, and the Private Sector Foundation. Unfortunately, at independence other NGO pioneers in the development efforts faced funding shortages and lost able and experienced staff to the expanding government Ministries and other better endowed institutions of the private sector. One example is the Council of Churches of

Namibia (CCN). Therefore, to rebuild those now weaker NGOs will require some seeding for improving organizational capacity and sustainable operations over the long-term.

Recently, several attempts have been made to record the names and functions of NGOs and smaller CBOs operating in Namibia. The National Planning Commission has developed one draft listing of 40 national NGOs; 15 Church-related umbrella organizations; 63 organizations aimed at children, education, culture, recreation, sports, research, and environment; 111 local organizations and cooperatives; 19 Union Leagues, Associations and Federations; and 41 international NGOs, Foundations, and multilateral agencies. Through the Namibia Foundation, USAID/Namibia and UNDP prepared another listing with descriptions of 123 NGOs. From an initial investigation, many of these groups, faced with inefficient organizational capacity and reduced funding, have retrenched their efforts while a smaller number appear to have expanded. A solid coordination body to assess capacity and direction of the NGO communities is still needed. Concurrently, government policies on the nation's development directions are still being formulated. Government's coordination with the NGO and other private sectors is just beginning, admittedly with teething problems. In light of these concerns, the READ Project is timely and feasible, given the need for interventions that build capacity and networking.

During the design effort an NGO capacity small building survey was undertaken. Most NGOs interviewed or sampled have indicated needs for skill development in the following areas:

- | | |
|---------------|--|
| greatest need | How to solicit donor funds
Project Planning
Report Writing Skills
Periodic Staff Upgrading
Administration of NGO
Proposal Writing Skills
Financial Accounting
Bookkeeping
Management Upgrading |
| lesser need | Computer literacy |

They admit that their programs must have economic benefits for their participants, but NGO planners or managers are not adequately skilled or experienced in making activity plans or costing activities efficiently in order to maximize sustainability. Of the four areas for NFE training and delivery of services, the most "popular" or deemed important are Life Skills and Nation-Building. These, historically, have been the most neglected during the older system of governance under colonialism. Literacy training has its history of development, and income generation activities are more or less an end goal of any endeavor. If NGOs put Life Skills and Nation-building high on their list of needs, then creative methods must be employed to enable programs to also realize income and economic benefits that can sustain such programs. In this regard, focusing on the sustainability issue in organizational capacity building should be a prior consideration of all NGOs.

Descriptions of large, medium-sized and smaller NGOs follow.

LARGE NON-GOVERNMENT ORGANIZATIONS: THE ROSSING FOUNDATION.

Since its beginnings in 1979 with two teachers in a rented house, the Rossing Foundation has flourished with an "A to Z" directory of developmental activities, thanks to the infusion of some R31 million invested by its parent company, Rossing Uranium Limited, over an 11 year period. The objectives of the Foundation are:

- to further the practical education of Namibians in order to achieve greater national productivity and to increase understanding between the inhabitants of Namibia;
- to encourage the creation of and/or to create opportunities for people to use their education; and
- to promote the advancement of the living standards of the people of our country.

It has created centers in Luderitz for training maritime fishing industry personnel; in Katutura which boasts a large, community library and a Health Education and Life Skills Unit; sewing centers in Okahandja, Usakos, and Okakarara; and adult education, vocational, and agricultural training centers in Khomasdal, Brakwater, Ondangwa, and Okashana. The skills matrix which Rossing supports includes areas relevant to READ Project objectives, such as English language for adults, family health education, life skills and adult literacy, vocational and business trades training, training for local entrepreneurs, and leadership training. Other training outside of READ Project objectives includes technical training in the modern fishing industry. Having developed 10 educational and training centers, the Foundation is now facing serious financial constraints due to the decline of the worldwide uranium market. The Foundation is faced with astounding demands. Driven by increasing unemployment, client communities are demanding training and capital assistance which the Foundation is challenged to provide in spite of its dwindling financial supports.

The Rossing Foundation's traditional clientele around its centers have multiplied. Squatters from surrounding freehold farms have increased in massive numbers since independence; unemployed youth and women in peri-urban areas are seeking skills for starting small businesses; some 2000 returnees still in resettlement stature in northern Namibia seek improved English language skills and vocational or basic farming aids; large and small NGOs and CBOs are requesting technical assistance in organizational leadership, practical accounting, and use of appropriate technologies in small manufacturing ventures.

The Foundation through the years has built up an administrative and management capacity to run its centers, but largely through external funds, primarily from its parent company and international donors. Now, faced with budget cutbacks, the Rossing Foundation has the opportunity to focus its organizational directions on less costly and more efficient and self-sustaining programming. During discussions with the design team during the

Proposal's development, it was clear that the Foundation is embarking on a new program agenda and ready to increase efficiencies, and this includes learning from and working with other NGOs.

Delivery of NFE Training: The Rossing Foundation's educational ventures have been largely center-based and teacher-centered; many have catered to more literate groups as well. The call now is to redirect some of its work with groups of women, entrepreneurs, youth clubs, farmer's associations, etc. using empowering and problem-solving strategies in long-term planning and institutional development. Its capabilities in teaching NFE and innovative methodologies appear to need strengthening in order to cater to the "open market" for community-based education. Training methods will have to become more participatory as literacy and numeracy education, coupled with life coping training, are requested by learner groups. Such methods include inductive reasoning, enabling learners to develop questioning and problem identification skills. The analysis indicates that the Foundation has adequate staff for this component in Windhoek but needs more staff in the rural centers with skills in delivering Life Skills and Nation Building Training.

Innovations: The Rossing Foundation's programs are well equipped to teach the effectiveness of such innovative technologies as improved seed varieties and livestock disease control measures, or cost effective construction techniques. Educational centers use various audio and visual teaching aids for specific classes as well as computers for improved communications. However, if NFE is to have an impact through Rossing's efforts, and with the vast community-based demands for training, Rossing's challenge is to develop more efficient extension services and to promote those appropriate technologies that empower disadvantaged groups to build self-sufficiency. Extension techniques will also benefit from research on such issues as barriers to participation, or better ways to empower groups to market their skills. In environmental education, the Foundation has embarked on the challenge of incorporating traditional communities (e.g., Bushman) vast knowledge and awareness of their natural resources into NFE programs.

Networking, Outreach, and Supports: Rossing has facilities to host conferences regionally, to hold periodic planning meetings with groups and committees, and to aid networking efforts and the sharing of resources among area NGOs and government agencies. As an NFE provider, the Rossing Foundation is in an excellent position to further its communication channels and networks with other providers and with various ministries through its regional centers. The READ Project will encourage these measures of outreach, with more participatory approaches that engage clientele in developing supports and networks. The Katutura Center's Library serves as an important networking and outreach function. The production of materials and newsletters under the environmental education component will be a clear example of this function.

Areas for Further Strengthening: The READ Project Grant should consider ways to build Rossing's capacity to develop more self-sufficient and cost beneficial organizational and program goals, and to reduce its dependency on external funding. Rossing's extension training, participatory training methods, and ways to extend its literacy programs more effectively are other areas for strengthening. The Foundation has acknowledged its need to expand its staff to reflect more ethnic and regional diversity.

MEDIUM SIZED NON-GOVERNMENT ORGANIZATIONS

These NGOs have a national scope with affiliate chapters and activities in parts of the country. They have developed donor networks of assistance, though quite small to the increasing program demands of beneficiaries. Such NGOs have substantive interests in Namibia's development, namely to impact on rural, urban, and peri-urban disadvantaged populations with literacy, health education, community empowerment and participatory project planning, technical know-how, networking and follow-up support services. Once their capabilities are assessed and strengthened, they will be better able to assist smaller NGOs and CBOs in capacity building and training staff in participatory methods of delivering NFE.

Categories of assistance which characterize these NGOs are: Facilitators of NGO and CBO activities which involve soliciting and channeling funds and services, and carrying out outreach activities; Technical Assistance in community development and income generating schemes requiring training; and Coordination and Networking in building coalitions and partnerships between NGOs so that NFE, organizational capacity, and information exchange can regularly occur. Budgets of these medium sized NGOs range between R 400,000 to R1,500,500 annually.

The first presented, the Council of Churches of Namibia, is given special discussions because of the peculiar current situation. It has in the past conducted operations in each the above categories, but is presently forced, due to lack of funds and loss of key staff through retrenchment, to reconsider its present focus. Therefore, CCN warrants special attention.

THE COUNCIL OF CHURCHES OF NAMIBIA (CCN)

The CCN is composed of the major churches in Namibia, namely the Lutheran Church, the Catholic Church, the Anglican Church, and the African Methodist Episcopal Church. During the transition year of 1989, the CCN played a pivotal role in repatriating over 40,000 Namibians who had fled the country for political reasons. The Council created the Repatriation-Resettlement-Reconstruction program (RRR) which effectively collaborated with the U.N. High Commission for Refugees (UNHCR) and the World Council of Churches (WCC) in this effort to serve the variety of emergency needs of returnees. Subsequently, CCN continued its commitment to coordinate and promote development programs for the Namibians. However, in October 1991, donors retracted their financial supports throwing CCN into a drastic budgetary deficit of close to R 15 million without phase out opportunities. Consequently, the NGO has had to retrench its staff and educational programs, and is presently undergoing major redirection.

The Churches in Namibia, under the coordination umbrella of CCN, have given vast attention to the disabled and handicapped war victims, out-of-school youth, women, and other urban and rural populations who have not had opportunities for self-advancement. These groups have received assistance from churches in such areas as formal and informal education, literacy, skill training, job creation, preventive and curative health care, and in agricultural developments.

Capacity Building: CCN is presently faced with serious issues of cost efficiency in the wake of reduced external funding. In the past, CCN both facilitated and implemented projects of its own in collaboration with its member churches. To do this, CCN's management profile fell into activity Clusters, such as education, community development, social services, social justice, and communications, with high staff costs to implement programs. Now, donors want CCN to merely act as a facilitator of members' program development, thereby cutting out much of its adult education programs which assisted young adults to complete high school equivalency, and cutting down on staff in other sectors. CCN's current retrenchment also involves selling some of its investments to raise funds for programs it deems important.

CCN's Non-Formal Education Unit is responsible for adult education programs, but these tend to be more formal, teacher-centered learning courses based on the national school curriculum. The Unit has supported community learning Centers, which the community committee oversees and monitors, so that young and older adults may receive continuing education, correspondence courses, and other community-oriented skills training. However, the nonformal education programs that engage more participant-centered approaches to inquiry and problem-solving actually reside in other Units of CCN.

For instance, through the Youth desk, principles of social justice, civic education, and nation-building are shared through conferences, student exchanges within Africa, and employment generating projects for youth. Namibians have been trained in participatory learning methods, community facilitation and transformation by the Zimbabwe Council of Churches in order to carry out similar activities in women's, youth, and adult rehabilitation projects. The Community Development Unit and Communications Unit, CCN has provided several advocacy activities promoting rural water supply technologies and cooperative societies development as well as farming and gardening demonstration through member Churches. Through its press and media outlets, CCN has trained media practitioners in community-based organizations, and produced a variety of desktop publications concerning developmental, ethical, and educational issues and current affairs including legal advocacy about constitutional rights.

Networking, Outreach, and Supports: CCN has hosted various consultative roundtables with various Ministries as well as with the South African Council of Churches and the Mozambique Christian Council. The Women's Desk has coordinated with the GRN Department of Women's Affairs to ensure complementarity in programming for women's groups through the vast network of churches. Educational activities have coordinated with the Ministry of Education and Culture workshops and conferences, and with the Rossing Foundation, the University Centre for Studies in Namibia (TUCSIN), Namibia Literacy Program, and World University Service. The Legal Aid Unit concentrates on building human rights awareness with schools, women's and civic organizations, and with trade unions. CCN is also very active regionally with training and information dissemination organizations in Africa and worldwide.

Areas for further strengthening: CCN is seeking assistance in strengthening its coordination role and NFE focus. The READ Project can play an important part in assisting in this redirection, and enabling CCN to better streamline its staffing and build in more self-sustaining program objectives for the long term. The fact that most

disadvantaged groups of Namibians are reached through member church efforts suggests that CCN's potential for extending NFE to rural areas is vast, once capabilities are further strengthened.

FACILITATORS

These NGOs may perform several roles: They might help solicit funds on behalf of smaller NGOs or CBOs by channeling proposals to potential donors; or they might secure funds for distribution, and channel those funds to NGOs who request assistance. Some Facilitators might even staff and run their own projects, but in conjunction with community-based groups requesting assistance.

Some are listed below as examples of possible READ collaborators, and their participation would need to be assessed once the Project stages begin operating. The first two, PSF and IMLT provide training in organizational management and business literacy, provide loan schemes, and conduct nation-wide outreach seminars.

Private Sector Foundation (PSF): PSF provides training and seed capital for the promotion of small businesses in rural and urban areas. It has actively promoted women's enterprises through not only educating groups about workable and sustaining credit and loan schemes which are still new concepts to community organizations, but also through literacy and life-skills development. PSF relies on donor contributions, and supports the "home entrepreneur" and "survival enterprises" through various enabling strategies of business literacy. Trainers will require NFE training to better deliver these services.

Institute for Management and Leadership Training (IMLT): IMLT conducts business and agricultural management courses in Windhoek area and northern Namibia, and provides consultancy, extension, and information services to aspiring entrepreneurs who have participated in IMLT's instructions. It's provision of services is still quite thin in populated parts of the country, and would require use of more participatory and group-oriented methods in order to train clients in business literacy and leadership. IMLT would be instrumental in training regional NGOs in financial management and organizational leadership.

Namibia Development Trust (NDT): Established in 1987, NDT facilitates the initiation of projects aimed at institution building, and renders services to grassroots organizations, such as training and fund-raising, and strengthens community capacity to carry out sustainable programs. It specializes in supporting networks of communities and NGOs seeking assistance, and channels funds for their development programs. NDT focuses on rural plight, and is supporting kindergartens, research on special educational topics, such as traditional games, health and sanitation, income generation, and agriculture.

TECHNICAL ASSISTANCE. Some NGOs in this category only work with other NGOs within the same content area, as mentioned above.

Nyae-Nyae Foundation: This foundation provides education, health programs, and agricultural training for the Ju/'hoan people of northeastern Namibia. As these groups

seek more self-sustaining methods to improve their way of life, the foundation can assist community-groups in promoting literacy, food production and environmental education while maintaining cultural continuity. These programs offer illustrative methodologies in how education can reach a very distinct minority with creative approaches to participatory learning.

EHAFO: This Association for the Handicapped supports vocational and life skills education, employment creation opportunities, and social services for the handicapped in Namibia. It is a service organization with a mixed funding from private, public, and individual contributions. It sponsors nurseries, crafts businesses, literacy, and raises funds for various handicapped groups.

U-DO TRUST: This NGO trains urban-based women in various skills of needlework, crafts production, home economics and family economy, and other income-generating skills. It tries to develop extensions and networks of assistance to other urban areas of the country and wants to include more life skills and literacy training.

Namibia Literacy Program: Started during the struggle for independence, the NLP has designed its own literacy materials and teaching program delivered through centers in Ovambo, Kavango, and Caprivi. It uses pictures and code words in the local language to engage learners in discussions about social and economic issues immediately facing them. NLP seeks to teach awareness and encourage democratic openness among learners, but faces problems of losing its field teachers to other better-paying programs.

Legal Assistance Centre (LAC): This is one of the few NGOs that provides legal aid, and training and education within community groups about human rights and social justice issues, the Constitution of Namibia, and other civic education topics. It runs centers in Windhoek and in northern Namibia to train teachers, students, and local authorities, and performs other awareness-raising activities.

COORDINATORS

Namibian Non-Government Organizations Forum (NANGOF): This is an umbrella organization of about 50 NGOs which started one year ago with recommendations on how best to become established as an NGO forum to coordinate NGO activities. It is not a fund raiser or distributor of funds. NANGOF holds its first annual meeting with members in July 1992 to decide its functions and operations, based on a consultancy report, "A Guide to the Creation and Sustenance of an Enabling Environment for NGOs in Namibia".

National Association of Literacy and Adult Education (NALAE): This was created as the national branch of the Africa-wide organization, but has no paid staff, and may be redundant, given the emergence of other NGOs focusing on education and literacy. There are few activities at this time.

Namibian Association of NGOs (NANGOS): This is an umbrella organization that provides a forum for sharing resources between member organizations, coordinates

development activities and the distribution of funds to NGO members. It was created in reaction to NANGOF, and for NGOs that did not affiliate with the SWAPO-biased NANGOF.

SMALLER NON-GOVERNMENT ORGANIZATIONS AND COMMUNITY-BASED ORGANIZATIONS (CBOs)

These smaller NGOs and CBOs reach beneficiaries more directly and offer immediate community impact in delivering NFE programs and skills training. They implement community empowerment schemes and engage groups in building self-reliance through increased individual income and greater awareness and abilities to solve problems at the grassroots levels. They may be characterized by their focus: such as, farmers' associations, social awareness clubs, women's cooperatives, or community development committees for water supply. They are willing and able to work jointly with larger NGOs to build capacity and reach self-reliance in attaining their objectives.

Constraints: Often, being field-based groups, they have little or no access to other sources of assistance for their organizational development. They all have needs for basic program planning assistance, leadership and capacity building, and learning from the experiences of others. However, they are generally recognized by the existence of some organizational structure and participatory planning efforts to define their long-term development objectives and change them as necessary. Sometimes, not being English-speaking is a constraint.

ELCIN Handicap Centre: This center in Oniipa in Ovambo trains handicapped men and women in vocational and enabling skills, life and coping skills, and in starting small business.

BRICKS: This is community-oriented organization based in Katutura to promote community participation and awareness of social issues through popular theater. Unemployed youth volunteer to undergo training in drama, form groups which travel to other parts of the country and perform plays and work with local theater groups. BRICKS symbolizes "building" the nation and plans to raise revenue through its performances.

Smaller CBOs: The Interchurch Prayer Group of Keetmanshoop Wo55 has been operating its "We Care" Project since 1978 with programs to assist aged citizens, hospital patients, and prisoners and other destitute peoples with soup kitchens, and shelter and clothing during cold seasons. The Kalola Hamukoto Furniture Cooperative Project at Nakayale Centre in Ombalantu, Ovambo, is composed of 8 handicapped men and women who engage in this small business of furniture making. Sister Namibia Collective issues publications to raise awareness about women's role in Namibia society. The Complementary Learning Center in Keetmanshoop runs parent enrichment workshops to enable less literate adults to support their school children and families in general.

UNSOLICITED PROPOSALS AND OTHER PROJECTS

Proposals: There may be requests from NGOs, for instance, to hold informational or practical, hands-on workshops or to conduct small research connected to the Project objectives. Such workshops might entail such topics as methods for conducting needs assessment surveys among women in peri-urban areas wanting to start small housing schemes, or how to register to vote. Such proposals may be unsolicited, yet provide opportunities to strengthen information collection and sharing among NGOs and, where relevant, various Government departments. Guidelines for approving such unsolicited requests for assistance need to be designed in the context of Project activity schedules and available funding.

Literacy Trust Fund (LTF): The LTF is being prepared by Ministry of Education and Culture planners to serve as a semi-autonomous funder strictly to assist NGOs in promoting literacy. It would raise and distribute funds to NGOs, help channel proposals, and assist NGOs to raise funds that would promote literacy programs, materials development, or training. The Fund is not intended to conduct any training or activities, but to act as a resource and facilitator only. The Fund appears to be very relevant to MEC's and READ Project objectives to promote literacy, and would warrant special considerations through submission of unsolicited proposals.

Third Country Training: The existence of several training institutions in Southern Africa that specialize in NGO institutional development, such as the Cooperation for Research, Development and Education (CORDE) in Botswana, or the NGO Management Network for East and Southern Africa (NGOMESA), makes consideration possible for funding NGO representatives for short-term training with those institutions. Where possible, on-the-job training might be done by these institutions' trainers coming to Namibia. Also, several successful NGO establishments, like Tototo Industries in Kenya, would offer short-term training opportunities. Masters degree programs would be suitable considerations for a representative from TUSCIN, MEC, or an NGO in order to strengthen NFE methodology and programming within collaborating institutions, and give institutional legitimacy and linkage to the READ Project's training programs.

OTHER DONOR ACTIVITIES IN NFE

Several large external donors have assisted NGOs in Namibia over the past years. The Swedish International Development Agency (SIDA) is tentatively allocating almost \$16 million to educational development in Namibia over the 1990 - 1993 period, of which \$1.5 million is being allocated to Literacy and Adult Education programs. Germany's GTZ runs a Vocational Training Center which trains 60 participants in a 2-year program costing R 3 million (\$ 1,08 million) annually. The Ministry of Labour and Manpower Development wants to change the target group for training to those people currently working in vocational trades, but who have inadequate skill levels. Norway's NORAD made grants totalling 1 million Kroner in 1992 to several NGOs to support work in adult education and literacy including the Namibia Literacy Program and TUCSIN. The European Economic Community is developing a Manpower Development Program for vocational training to be implemented in late 1992 or 1993 in cooperation with the

Ministry of Labour and Manpower Development. The EEC's other programs are in formal education, agriculture, and health. The Danish NGO, IBIS, plays a leading role in NFE and vocational training by sending Danish volunteers to work as teachers in such areas as journalism, English language, tailoring, and agro-forestry. Finland's FINIDA has planned to support non-formal education activities, but due to unexpected budget cuts, will not be able to do so.

UNICEF will allocate R12,420,000 to its 1992-1996 program in non-formal education and basic education to combat adult illiteracy and the high drop-out rates in the early primary school grades. UNICEF's National Literacy Program will emphasize support to women and those living in disadvantaged regions. The goal is to assist 150,000 adults to achieve functional literacy by 1996. Other support services supported by UNICEF include the Family Life Empowerment Program funded at R7,290,000 for 1992-1996. It intends to address psycho-social problems including alcohol abuse and domestic violence, and also support improved child care and education through its literacy programs.

Clearly, the READ Project will complement many existing programs by addressing development needs through institution-building of NGOs. The costs of the READ efforts, as seen in the Economic Analysis, are considerably lower when compared to the more costly infrastructural programs of other donors.

ISSUES AND CONCERNS

NGO Coordination Role: NGO communities and government agencies are just beginning to examine their collaborative potentials, including any risks that might result. To date, a very weak coordination effort between NGO clusters and other agencies exists, some of it marked by a divisiveness between two umbrella NGOs.

Congeniality in Nation-Building: Collaboration between NGOs, that is, one offering services to another, has yet to be tested, although there are examples of sister relationships between some NGOs based on personalities and geopolitical interests. However, historical constraints have tended to restrain the development of congeniality among NGOs in working together towards that common goal of nation-building, as outlined in the Institutional Analysis of this Project Paper. NGOs have their spheres of influence which demand respect so that collaboration is viewed as complementarity, and not as competition, between organizations.

Suspicion of Government: Historically, the NGO community has mistrusted government purpose and interventions which tended to subjugate, rather than uplift, the black citizens of Namibia. Government actions were sometimes marked by intrusive representation on development committees and top-down pronouncements which alienated grassroots efforts.

Donor Coordination: Donor coordination was a PID and AID/W concern for this project design. In Namibia, limited coordination is taking place among donors. Since UNICEF, UNDP, SIDA, FINIDA and several other donors also fund NGO/CBO NFE project activities, it would appear mutually beneficial for USAID to take the initiative to meet more regularly with these donors and share their common concerns for the

development of Namibia. DANFE has also taken the initiative to coordinate activities in the literacy area.

The project design team encourages joint donor coordination while suggesting that as long as the areas of assistance are identified and differentiated with concurrence of Namibian groups or agencies affected. Donor coordination for NGO/CBO assistance is a new Namibian need because several donors have revised their assistance policy since independence.

PARTICIPATORY APPROACHES: LEARNING FROM OTHERS

Pedagogy of the Classroom: Black Namibians have been conditioned by the formal school system and a former government policy of subjugation to receive instruction, often by rote, and to not question or learn by discovery and problem-solving methods which NFE wishes to promote in the present democracy. Yet, some smaller community-based organizations have been able to use participatory techniques to mobilize and educate people, mainly due to the dire needs of disadvantaged groups to employ survival strategies. Such NGOs need to be heard through non-hierarchical environments for learning and sharing by larger and more formalistic NGOs who could also learn from these techniques.

SUSTAINABILITY

Materials versus Capacity Building: One of the largest constraints NGOs and CBOs face is the lack of seed capital to buy essential materials to realize their program objectives to produce income. Demands cut across all sectors; without funds, many groups feel they can not begin to subsist or maintain their cohesiveness. While the Project seeks to enable organizations to build rationale for receiving and handling seed capital, as well as to search for such funds, recipients may not agree that capacity building is their immediate felt need. The Project faces challenges to its credibility to deliver services without "the goods", particularly among the disinterested participants who fall away because their income-generating needs are not met. The extent to which Project funds can be used for materials which produce income, such as gardening tools, seeds, sewing machines, water pumps, etc. will need to be carefully examined as it relates to successful outcomes of NFE and skill training.

Self-Sustaining Activities: Because nonformal education seeks to raise one's standard and quality of living, beneficiaries may interpret this as also resulting in household income-generation. The Project may be asked to create avenues and opportunities for NGOs to develop self-funding mechanisms so as to lessen dependency on external donors. To realize this economic end, the Project may be asked to assist in teaching financing methods, such as how credit and revolving loan funds schemes work, without Project funds becoming involved in financing credit. This may put the Project in very awkward positions of teaching about that which is not readily available for application. Alternatively, the Project could benefit by making linkages with those institutions which can offer some viable and fair credit schemes, knowing that recipient NGOs are undergoing instruction in how to develop self-sustaining options.

RECOMMENDATIONS

The Project may be able to assist identified NGOs having coordination as their purpose, to better define their roles and conduct strategic planning with their member organizations to carry out these roles and build member capacity. The emergence of coordination roles may occur later on in the LOP, probably as a result of enhanced confidence, capabilities and changed attitudes among NGOs about the nature and importance of non-politicized collaboration for nation-building.

Due to various suspicions and lack of congeniality among development agencies and government, the READ Project from inception needs to build positive attitudes and negotiation frameworks towards collaboration and team-building among GRN and NGO policy-makers and project facilitators. Some considerations might be to provide:

- healthy dialogue between GRN and NGO circles in assisting government to establish policy;
- non-intrusive GRN representation in steering committees and local development committees as they emerge;
- recommendations from the NGO community about the role GRN departments will take vis a vis supporting NFE efforts within a decentralized administrative structure;
- joint planning and contributions in training activities;
- use of GRN facilities where appropriate.

The Project will want to strengthen the participatory approaches of NGO programs and training designs along with any formal course work which training centers usually stress. This means that methodologies which include an inductive, questioning approach within group learning settings, problem-solving, and activity-based training modules which show products as outcomes, will need to complement, if not diminish, the more traditional and passive methods of learning in a classroom with a teacher dictating notes.

The capacity building component assumes that NGOs and MEC are capable of making their own needs assessment in providing the delivery of literacy, life and environmental education, nation-building and income skills. The assumption acknowledges that these organizations are the best providers of these services in Namibia. When they mobilize and improve their capabilities through short-term or inservice training, study tours, information-sharing and participant training, the quality of their offerings to end beneficiaries should be more effective in improving the opportunities and the quality of life of Namibians.

This component also assumes that these Namibian organizations will overcome their weaknesses through a needs identification self-study and a subsequent training program to meet the needs.

NATION-BUILDING

This vital training may be more difficult to "sell" than other training which seems to have a more immediate payoff. Through personal contact and general publicity, the Project needs to encourage NGOs, CBOs and others to include nation-building as a major adult concern for Namibia's development. This skills area may require TA to train the trainers or to teach these skills directly to the trainee. Peace Corps volunteers may be helpful in offering assistance in planning and implementing these programs. Suggested training for this area may include: voicing an opinion; negotiations; developing participatory skills; how to run a meeting; how to run for office; and self-reliance.

INCOME SKILLS

Income skills are intended to help individuals become astute in using their skills as a consumer and as a vendor. While consumer education may be considered a life skill, assisting the Namibian to stretch his income by intelligent purchasing will have the effect of greater income.

Helping the entrepreneur to calculate costs, maintain accurate records and conduct business at a profit will keep him/her in business. Nevertheless, these income skill courses may be of greater interest to people already self-employed in the informal sector. Even if unemployed and illiterate Namibians may not be prepared immediately to take advantage of these offerings, they may consider income skills as a second-level or "beacon courses" when they are more literate and ready to take advantage of them.

CONCLUSION

The READ project is technically feasible. GON policies are supportive of NFE as one of its national priorities. The overall structure of the project builds logically upon national needs in NFE and on the experiences of the NGO/CBO providers and MEC/DANFE. The four project components (capacity building of NGOs and MEC; delivery system of training skills for end beneficiaries; new approaches in technology/methodology; and outreach and information sharing) are complementary and dovetail well with each other. The activities, accomplishments and efficiencies suggested by this project paper will be overseen by the PSC, PVO and the Steering Committee. The link between proposed project inputs and outputs is deemed realistic.

ANNEX F

FINANCIAL ANALYSIS

FINANCIAL ANALYSIS

Summary The financial analysis, detailed below, concludes the following:

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

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

General The worth of READ cannot be measured in pure financial terms. The Project is a social investment with most of its financial benefits being external to the organizations participating in implementation. Direct revenues generated by the Project will never cover the cost of the educational benefits provided to participating adults and youth. The justification for READ is based on its economic, social, environmental, technical and institutional merits, not financial.

Because READ is an investment in the broad socio-economic "infrastructure" of Namibia, and will not create sufficient direct revenues to cover project costs, the Project cannot be evaluated through application of financial rate of return calculations. Cost effectiveness and recurrent costs are, however, important factors in the actual design.

Budget Review A review of the Planned Budget indicates that unit costs and quantity of all needed inputs is reasonable, approximating A.I.D. costs elsewhere in the region. Although USAID/Namibia was only established in FY91, the Mission believes the costs used in

preparing the budget correspond with actual historical expenses incurred in the ongoing implementation of the program.

Financial Benefits Financial benefits from READ cannot be accurately calculated. The value of literacy, numeracy, work in the informal sector, improved environmental awareness, experience with decision-making and democracy cannot be satisfactorily valued for a financial analysis. The economic and technical analyses confirm, however, that READ is an acceptable investment from a national perspective. Real benefits exceed real costs. Few, if any, social investments reap direct positive returns in a financial sense. READ is no different. One can assume that the financial value of outputs -- improvements in adult nonformal education -- will, over time, outstrip Project costs. Such an assumption is not an unreasonable leap in faith, since the strong positive correlation between educational investments and economic growth is well established and documented worldwide.

Cost Effectiveness Based on data extracted from other analyses, READ will educate some 40,000 Namibians. The unit cost of each output (an adult Namibian with an improved education) is \$338 (\$13.5 million divided by 40,000). This simple calculation averages price rises over the life of READ. Outputs, in constant dollars, in the earlier years will cost less, while those in the later years become more costly. From a review of information provided by CDIE, nonformal education costs per student trained typically range between \$300 and \$750. READ, if costs and outputs remain generally as estimated, is well within the Agency's acceptable cost norms. The question of the quality of nonformal education is not factored into this analysis, but reviewed in the technical analysis. It is fair to assume, however, that Namibian NGOs and the MEC are, at least, "average" in the provision of nonformal education and training. Moreover, with expertise from the U.S. and elsewhere, and appropriate training for NGOs and MEC being financed by the Project, it is reasonable to conclude that READ is fully within the technical and cost bounds established for and derived from similar projects.

The design of READ has attempted to find the best possible financial trade-offs between costs and benefits. An umbrella project contains a series of diverse institutional goals not relevant to a more straightforward project design. More organizations participate (40 NGOs), more decisions must be made during implementation (55 subgrants), wide-ranging, but undefined, technical assistance and training mechanisms must be available (PVO), and a system of financial controls must be put in place (PVO). The concept and flexibility of an umbrella project is, at one level, constantly at variance with A.I.D.'s central interest in detailed planning and heightened financial control. READ balances those competing factors realistically. Administration and financial control is fully adequate, while the Project's ability to adapt to changing circumstances is not hampered. If a handful of NGOs had been chosen to be the implementors of READ for the duration of the Project, administrative costs would have dropped by approximately 15 percent. This cost savings is considered inefficient to forgo the flexibility inherent in an umbrella project and would cause a severe reduction in the size of the NGO network participating.

In sum, READ manages the tension from a number of factors (flexibility, control, Namibian decision-making, broad outreach, foreign technical assistance and training, and USAID's staff limitations) to devise a rational and effective mix of cost applications.

Recurrent Costs Due to the umbrella nature of READ, detailed recurrent cost estimates are unavailable for the 55 proposed subgrants under the PVO and the 4 subgrants by the Rossing Foundation for the Environmental Education subcomponent. In total, subgrants (including the Rossing Foundation cooperative agreement) account for 42 percent of the total Project budget. Such subgrants will include both investment and recurrent costs. The known operating (administrative) costs of READ are straightforward. USAID, the Rossing Foundation, the PVO and MEC all have administrative costs related only to the execution and control of Project activities. These costs will not be incurred after the PACD. The fundamental financial question for READ is: what increases in student (users) fees or decreases in recurrent costs can be made by the Rossing Foundation and subgrantees over the life of the project? As argued previously, true financial self-sufficiency and sustainability is not reasonable for a "social infrastructure" project. Nonetheless, a combination of reduced recurrent costs, increased user fees, other donor investments and GON budget contributions are necessary for the Project to continue efficiently and effectively after the PACD.

READ must, therefore, impose as much financial discipline through cost effectiveness analyses on the Rossing Foundation and subgrantees without jeopardizing the Project's educational goals. At some point, the level of recurrent cost subsidy does not justify Project support. Thirty percent counterpart contribution will be required of most NGOs. (Some of the smaller NGOs) will contribute smaller amounts which will be offset by proportionately larger contributions from other NGOs.) This level of counterpart support will guarantee that the Rossing Foundation or the subgrantee has other sources of funding for a sizable portion of the Project's activities. On the other hand, over time, the Rossing Foundation and each subgrantee must demonstrate a declining reliance on A.I.D. monies. Without a limit on the dependence of the Rossing Foundation and subgrantees on Project resources there is no assurance that even the strongest NGOs can operate after the PACD. READ will cover recurrent costs only for a set period of time and the Project's participation in financing such costs will decrease over the life of the project. The ability of NGOs to limit the proportion of recurrent investment costs and to gradually assume recurrent costs will be a primary determinant in selection and in calculating the level of A.I.D. assistance through subgrants.

The Project evaluation scheduled for year 3 will review closely the recurrent cost ramifications. Clearly one of the key implementation issues is the level of Project support to NGOs and the manner in which NGOs use READ financial assistance to build a firm base for future, post-Project activities.

Annex G

Economic Analysis

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1.0 Introduction

1.1 Organization of the Section. The Economic and Financial Analysis is organized according to the four major components of the READ Project and examines administrative, management and implementation arrangements, as well. In each instance, components (and administrative/management mechanisms) are evaluated using the "Least Cost" cost/effectiveness approach¹. Although components are assessed using the same fundamental criterion, analyses are presented separately. The rationale for organizing the analysis in this way is that although project components are complementary, each is essentially different in the types of services delivered and different information bears upon issues such as cost/effectiveness and sustainability.

1.2 Main Components. The project has four major substantive components and four principal administrative mechanisms for implementation, monitoring and evaluation.

The substantive components are:

- A. Capacity Building and Strengthening NGO and GRN organizations such as DANFE (CB);
- B. Delivery and Consumption of NFE Training in four Substantive Areas (NFE);
- C. Development and Assessment of New Technologies and Methodologies, and Information Dissemination (NT&M); and,
- D. Outreach, Networking, and Follow-up Support Services (ON&F).

1.3 Administrative, Management and Implementation Mechanisms (AM&I)

The following mechanisms will be used for implementation and management:

- E. U.S.A.I.D. administrative and management responsibilities will be met through a team headed by a US PSC. Mandatory auditing and mid-term and final evaluations will also be handled through this arrangement.
- F. Long-term project implementation of the main substantive components will be administered through an international PVO. This organization will provide support to Namibian NGOs through sub-contracts to appropriate Namibian and other organizations and will fund the activities of these organizations through a series of sub-grants. The PVO will also handle project procurement such as vehicles.

¹ See AID HANDBOOK 3, Appendix 3D for a description of the approach.

- G. In addition to the subgrants through the PVO, a direct cooperative agreement will be provided to the Rossing Foundation to support a national and local environmental education program.

1.4 Cost Effectiveness Analysis. The Project Design Team concurs with the PID recommendation that economic assessment utilized the "Least Cost" approach. For each of the READ sub-goals, the team has identified alternative means and options, and has conducted an assessment in terms of feasibility and cost. Because of the characteristics of READ and constraints specific to the Namibian situation, a number of options can be eliminated because of constraints in the current Namibian context or because of excessive delays which would be associated with their use.

2.0 Capacity Building and Strengthening NGO Organizations DANFE - (CB)

Background, Rationale and Assumptions of CB Component

2.1 The Use of NGOs. Early in the project identification process, NGOs were identified as an appropriate instrumentality for delivery of needed NFE training services. There is substantial evidence in Africa and elsewhere that NGOs can deliver critical services at low cost; avoiding many of the bureaucratic delays and instances of mismanagement or misappropriation, that are sometimes associated with governmental programs. The Design Team concurs with this assessment and, therefore, READ services will be delivered through established and emerging NGOs.

2.2 The NGO subsector. Due to factors summarized below, there are significant limitations on information available about the NGO community in Namibia. The analysis of NGO needs and capacity presented in the Institutional Analysis of the Project Paper (and summarized below) is built upon information collected through a variety of techniques, including the following:

- Field work and site visits by Design Team. The team conducted extensive field visits throughout Namibia² collecting information on NGO activities and grass roots perceptions of community needs and the perceived responsiveness of existing service delivery organizations.
- Discussions with the READ Project Steering Committee. Five meetings with the Project Steering Committee occurred during the design process. Assessment of NGO capacity and needs was a central concern in all the meetings. One meeting was devoted almost exclusively to this issue.

² Detailed notes on site visits (47 single-spaced pages) are on file at the Mission Office. Travel included visits to multiple sites in five of Namibia's six administrative regions: Xhorixas, Ovambo, Okavango, Keetmanshoop, Windhoek

- Analysis of two NGO data bases. The Design Team obtained copies of two recently developed data bases on the Namibian NGOs. Copies of both data bases (paper and electronic media) are available at the Mission office. The team conducted secondary analysis of both data sets, and held extensive discussions with researchers involved in each project. These activities provide valuable insights into data limitations and the capacity and needs of the NGO community. On the basis of these analyses, 43 NGOs were identified as being active in areas related to READ goals.
- Discussions with key informants and experts working with NGOs including staff and technical advisors from other donor organizations, and representatives of the GRN. In all, members of the Design Team met with well over 100 key information.
- Focus group meetings. Two NGO meetings were organized specifically to address the issue of current needs and capacity and to design interventions to strengthen organizations.
- Proposal Development Activities. Approximately 30 NGOs were invited to develop and submit brief "pre-proposals" for sub-grant support through the US PVO. One meeting of the READ Steering committee focused on this process and detailed instructions were distributed. This collaborative iteration provided valuable information on NGO capacities and needs.
- Survey of 20 smaller NGOs. On Friday, August 7, 1992, 20 mid-sized and smaller NGOs participating in READ design activities were asked to complete a brief questionnaire on constraints and immediate needs for capacity-building assistance. Results are discussed below.

2.3 The Design Team had considered designing and sending a mail questionnaire to all NGOs listed in the two data bases as part of the design process. Given time and distance constraints plus the experience of the Namibia Foundation in putting together the first directory of NGOs, it was decided that this approach would probably not yield significant results. Despite the absence of a separate sector assessment or broad-based survey, the Design Team is confident that the conclusions presented below regarding NGO capacities and needs and initial plans for capacity building interventions are sound and satisfy the objective in the PP guidance cable. The consistency of the information obtained through these more qualitative techniques, confirmation of perceptions by diverse stakeholders and internal consistency with the limited quantitative data that are available, allow a high level of confidence in the approach. The main areas of immediate concern identified in these activities were management and accountability, finance, and staffing.

2.4 Management and Accountability. Namibia's NGO sector has been strongly influenced by a number of factors unique to its history. During the extended period

of colonial domination, international and bi-lateral organizations wanting to support educational and other social agenda's in Namibia were reluctant to operate through the South African Government which lacked legitimacy. As a consequence, substantial resources were directed through NGO organizations. Because of these indirect arrangements, opportunities for, and requirements of, impact assessments, performance and financial auditing, and other monitoring and evaluation were minimal. To a great extent, the rationale for external support was political. This situation did not encourage efficiency, accountability, or responsiveness to grass-roots needs. Organizations and management styles evolved to be responsive to the incentives and opportunities of the pre-independence situation. When that situation changed with independence, many NGOs lacked not only the technical skills associated with responsive management and accountability but, in many cases, found these concepts to be alien and intrusive.

2.5 Reductions in External Funding. With independence, external donors were no longer constrained in their dealings with the new GRN. Resources which had once been directed primarily through NGOs are now channelled through government agencies. With this marked change in funding levels many NGOs are now facing a situation where major retrenchment, redirection and improvements in administrative efficiency are essential.

2.6 Although the NGO survey conducted by the Namibia Foundation did include information on budget trends over a three year period, only 4 of the 133³ responding organizations provided information for more than a single period. It was therefore impossible, based on statistical data, to assess trends in funding. Consistent reports from a large number of NGOs, confirmed by information from knowledgeable local experts do, however, indicate that external funding has declined since independence.

2.7 At the same time that external funds were being redirected to government programs, a number of well-established NGOs were adversely affected by external economic factors. The Rössing Uranium Foundation, which had been entirely dependent upon contributions from the Rössing Corporation was severely affected by the worldwide decrease in uranium prices and the glut of uranium on the market from the former USSR. The Council of Churches of Namibia, embarked upon expensive expansion and construction programs during the pre-independence period which subsequently had to be severely curtailed. External funding to CCN decreased by about 75 percent⁴

³ Analyses of the Namibia Foundation data base exclude two respondents (identify numbers NAM102 and NAM103) which were inadvertently excluded from the initial printing of the directory. One of the (NAM102, the Rössing Foundation) is felt to represent a special case and is unrepresentative of the NGO community, in general

⁴ External funding decreased from approximately 21 million Rand to 5 million Rand.

2.8 Staffing Constraints. The combination of funding reductions, combined with a short-term increased demand for individuals with technical and managerial expertise in the reformed civil service contributed to a substantial loss of high- and mid-level manpower from many NGOs. This phenomenon further contributed to deterioration in efficiency and limited capacity to adjust to new circumstances. While the Design Team was unable to undertake a systematic assessment of staffing patterns and changes during the last two years, the issue of staffing and staff skills weaknesses recurred frequently in meetings.

2.9 Fewer than two-thirds (78/133) of the organizations responding to the Namibia Foundation survey reported having any permanent staff at all. Organizations appeared to be heavily dependent upon volunteer workers with volunteers outnumbering paid staff by more than two to one.⁵

2.10 Staff weaknesses may also account for the poor response rate to questions about budget and financial sources in the Namibia Foundation survey. Only 71 of the 133 respondents (slightly over half) were willing and able to provide any budget information. The fact that of these 71, only 42 (about 60%) were able to present information for the previous year, suggests that inability to access data, rather than unwillingness to respond, may have been a major factor in the low response rate. Response patterns were similar for the subset of 43 NGOs (Table 3-1) identified as having activities related to READ goals; 24 of 43 NGOs provided some financial information.

2.11 Limitations in staff capacity were also obvious in collaborative work with NGOs in preparation of Component Descriptions and illustrative budgets. The stronger organizations participating in the Steering Committee (DANFE and The Rössing Foundation) were able to submit needed information, in the required format, within days. Smaller NGOs, despite strong expressions of interest and intention to participate, were unable to undertake this activities without assistance. It should be noted that the NGOs participating on the READ Steering Committee, tend to be among the stronger NGOs in Namibia. Many smaller NGOs will need additional assistance; many lack English language skills. These concerns are reflected in the project design.

Potential Financial and Economic Benefits of CB Component

2.12 The anticipated economic benefits of strengthening NGO capacity include the following. First, given the past history of inefficiency and the lack of accountability standards, it is anticipated that administration and management of NGOs will increase. A direct benefit will therefore be the strengthening of a significant number of Namibian organizations. Because allocation of sub-grants will be contingent on the demonstrated cost-effectiveness of proposed activities, the overall impact of resources allocated to NFE should increase substantially.

⁵ Organizations reported a total of 960 paid workers and 1,162 volunteers.

2.13 It is anticipated that during the project life, at least 25 NGOs will receive assistance in capacity building. Approximately 80 members of staff in these organizations will participate in training activities. Equipment, facilities, and/or new administrative and financial systems will be provided to a minimum of 25 organizations. In addition, four individuals will be sent abroad for advanced training in areas related to NFE. In all likelihood individuals selected would be GRN employees working in the DANFE.

2.14 A major impact of these improvements in administrative capacity will be reductions in the unit cost of service delivery. This will, in turn, improve overall economic efficiency of the NFE subsector, contribute to economic growth and will increase the sustainability of these programs.

Least Cost Analysis of the CB Component

2.15 The design considered several alternative means for delivery of critical capacity-building support to NGOs⁶. Among the final options analyzed were the following:

- A. A series of contracts with Namibian organizations.
- B. Subgrants and contracts through the cooperative agreement with US PVO.

2.16 A series of local contracts (Option A) would have imposed an unreasonable administrative burden on the Mission. Given the small size of the Mission and the high costs of USAID procurement procedures, it was determined that this option was neither administratively feasible nor cost effective.

2.17 The option selected utilizing cooperative agreements with US PVO minimized the need for parallel administrative structures and had the added benefit of increasing communication and networking among NGOs. It also meets the experimental nature of the READ program which requires a flexible delivery system.

2.18 The proposed approach to capacity building provides several cost advantages to alternatives. Because of the initial emphasis on needs assessment within individual organizations and early training in key administrative and managerial skills areas, opportunity is provided for each NGO to participate in articulating their own individual training and capacity building needs. This approach avoids costly provision of training services using a "top-down" approach. Given NGO participation in defining training needs, there is likely to be greater ownership and more enthusiastic participation.

⁶ The R.E.A.D. project design followed finalization of the L.I.F.E. project. Many of the issues related to mechanisms most appropriate and economically efficient for support of NGOs were analyzed in the earlier project and the R.E.A.D. analysis draws heavily upon that earlier work.

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2.19 By providing assistance to NGOs in refining and finalizing their sub-grant proposals to READ, the quality of design and documents will be improved, therefore reducing costs associated with poorly specified objectives and/or poorly designed projects. This will reduce costs to the NGOs as sub-grant recipients and will reduce PVO administrative and monitoring costs.

Economic Criteria for Appraisal and Evaluation of the CB Component

2.20 Appraisal (during the two scheduled evaluations) of the overall economic impact of Capacity Building activities within NGOs will be assessed in terms of improvements in the internal and external efficiency of these organizations in design and delivery of NFE services. Measure of internal efficiency would include reductions in the share of total costs required for administration and overhead. Indicators of such internal efficiency improvements would include: utilization rates for facilities; quality and reliability of financial systems and accounts; and success in attracting other sources of external funding. Indicators of increased external efficiency would include increased utilization of skills by NFE participants; increased demand for NFE courses; increased "responsiveness" to consumer demand.

2.21 It is recommended that economic criteria constitute part of the project monitoring plan and that an evaluation of the economic returns to capacity building be included as part of the evaluation strategy.

Other Issues Related to the CB Component

2.22 Several other aspects of the Namibian context should be borne in mind when considering strengthening of NGO capacity. There is a lack of cohesiveness and some open distrust among NGOs. There is a perception that larger NGOs may have an unfair advantage by being well-entrenched. To the extent that READ builds upon this existing capacity, it is further reinforcing the status quo. On the other hand, many of the newer and small NGOs are weak and may not be viable, even in the short run.

2.23 There is also an environment of mistrust between some NGOs and the new government. In part, this is a legacy of the pre-Independence period when NGOs served an important political purpose of mobilizing public opinion for change.⁷ This predisposition to resist regulation persists. In part, the new government is perceived as competing for resources. Also, there are tensions related to actual or perceived association between specific NGOs and political parties.

2.24 Finally, there is also a lack of coordination and clear definition of roles with various government departments involved in community mobilization and delivery of NFE services and the danger of duplication of services and/or facilities. During

⁷ Past tensions between NGOs and government may have been a factor in the low response rate and missing information in the two surveys conducted by the NPC and the Namibia Foundation.

the Project Design there was discussion of increased coordination of government and NGO activities by the NPC; however, the new structure has yet to be approved.

Sustainability of CB Component Activities

2.25 The issue of long-term sustainability of the capacity which will be developed in selected NGOs as a consequence of the READ is complex. At present, some Namibian NGOs are declining and inevitably some will cease to exist during the seven year project life. Capacity building which will result from READ activities will undoubtedly be a key determinant of the sustainability of many participating NGOs. To some extent, READ is directed at enhancing the sustainability of the NGO sector. As these organizations are strengthened, increase in efficiency, and become more responsive to grass roots needs, the probability of their sustainability grows.

2.26 Moreover, networking and outreach activities (provided in other READ components) will identify options of cost recovery. A number of Namibian NGOs already have limited fee and cost-recovery mechanisms in place. Examples of similar programs with flexible user fee structures are available in the region.⁸ READ will help increase sustainability by identifying viable mechanisms through which NGOs can help to recover costs. One option might be to use cost-recovery in certain programs as a means of subsidizing others.

2.27 By building capacity in proposal development and preparation of project budgets READ will increase the sustainability of these organizations by increasing their effectiveness in mobilizing external resources.

2.28 In summary, READ capacity building activities will contribute to sustainability by improving management, administration and efficiency, by increasing the relevance and responsiveness of NGOs as service delivery organizations, by identifying options and strategies for raising revenue and cost recovery, and by strengthening NGO capacity to mobilize other external resources.

2.29 Other Sustainability Issues. Having established that READ will increase sustainability, it is also important to identify the instances in which sustainability may not be desirable.

2.30 Due to its long history of colonization, Namibia is now in the process of rapid transition. A major rationale for investing resources in strengthening these institutions is that there is an urgent short-term need to deliver training services to youth and adults. It is anticipated that during the six-year life of the READ project, many of these urgent short-term inequalities will have been ameliorated. Moreover,

⁸ For example, the Lesotho Distance Teaching Centre: Nonformal Education Service Agency, recovers costs using a sliding fee scale which depends upon the characteristics of clientele.

the GRN is new and is still in the process of developing social policies. Many of the specific activities support under READ may decline or cease to exist during the year project life. To the extent that this reflects the alleviation of transitional problems or the institutionalization of innovative programs, the lack of "sustainability" reflects success rather than failure.

2.31 A commonly voiced criticism of many existing NGOs is that they are "entrenched" and reflects the status quo. An important objective of the READ project will be to reach out to smaller and weaker NGOs, increasing their involvement in national development. This approach inherently involves a higher degree of risk than simply working with relatively well-established organizations. It is anticipated that some of the smaller organizations receiving READ assistance may decline or fail during the project life.

2.32 While READ will encourage strategies of cost recovery, it must be remembered that a key rationale for the existence of NGO organizations is that of reaching disenfranchised or disadvantaged groups. NGOs intervene in delivering services where market providers do not operate. For this reason, READ will necessarily temper strategies that enhance "sustainability" through cost recovery with concerns about access and equity.

2.33 In addition, an important focus of READ is the identification and pilot testing of innovative alternatives. By design, this strategy involves a significant incidence of failures. Many activities supported by READ on a pilot basis will not be "sustainable." Here again, the identification and termination of inappropriate or inefficient activities is a mark of success rather than failure.

3.0 Delivery of NFE Training (NFE)

Background Rationale and Assumptions of NFE Component

3.1 Economic analysis of nonformal education services is extremely problematic. Unlike formal schooling where there is some comparability in what is produced,⁹ NFE activities are very diverse. With vocational training programs, and long-term longitudinal earnings data, it is possible to develop rate of return estimates based on information on the cost of training and subsequent earnings differentials. With formal schooling, the "Human Capital Earnings Function" model provides rough estimates of the rate of return to different levels of schooling.¹⁰

3.2 Evidence on NFE projects is more indirect. There is strong evidence that social returns to investments in primary education are extremely high, particularly in developing countries.¹¹ By analogy, it seems reasonable to presume that NFE programs providing basic skills will have a high social rate of return.

3.3 To the extent that economic analyses have been conducted on NFE projects, findings have been very positive. For example, a synthesis of findings from four projects in Africa, Asia, and Latin America involving agriculture and cottage industry reports internal rates of return in excess of 25 percent.¹²

3.4 While rate of return analyses are generally not possible (except in rare instances of experimentally designed research programs)¹³, it is possible to consider whether investments in specific types of NFE training appear to make sense in a given context. READ is targeted at four specific NFE content areas, and

⁹ In principle, there are more discrete units in formal education than in NFE. The concept of "completing primary education" has some comparability across schools although there may be substantial differences in "quality." NFE services, on the other hand, tend to be very heterogenous. The lack of comparable units makes comparisons based on unit costs misleading.

¹⁰ Given some assumptions about investment behavior, the estimated coefficient on years of schooling (when the log of earnings is regressed on schooling, work experience and work experience squared) can be interpreted as an estimate of the rate of return to formal education. See: Mincer, J. Schooling, Experience and Earnings. New York: NBER and Columbia University Press, 1975.

¹¹ A consistent finding is that the social rate of return to education is inversely related to education level and that it is extremely high for primary education in a broad range of developing countries. Since this pattern persists both for formal sector employment as well as informal sector activity and agriculture, it appears to be a true productivity effect rather than an artifact of credentialling.

¹² Woo, L. K and Eng, G. "Economic Analysis of Nonformal Education: four Case Studies". Mimeo, July 1985.

¹³ There have been some attempts at estimating rates of return to NFE vocational training in non-experimentally designs. See, for example, Borus, M. "A Cost-Effectiveness Comparison of Vocational Training for Youth in Developing Countries: A Case Study of Four Training Modes in Israel," Comparative Education Review 21 (February 1977).

the likely economic returns to each type of NFE investment are considered in general terms, below.

Potential Financial and Economic Benefits of NFE Component

3.5 Delivery of NFE services to disadvantaged groups constitutes the principal objective of the READ project. The project's goal statement is to provide an estimated 40,000 disadvantaged adult Namibians (14 years and older) to improve the quality of their lives through access to education and training. The strong linkages between investments in human capital and economic growth are well-established. A direct and immediate benefit of READ will be to improve the quality of life of the projected 40,000 project participants. This investment in human capital will also contribute to economic growth and will indirectly improve the quality of life for non-project participants through intergenerational transfers of skills and employment creation.

3.6 Literacy. The adult illiteracy rate is generally estimated to be between 60 and 70 percent. It is well-established that minimal literacy and numeracy skills are required for individuals to participate in their society and to benefit from many social services. With changes in access and opportunities associated with independence, it is likely that literacy skills will be important for individuals moving from subsistence farming to the money economy. The GRN is investing substantial resources in developing materials in English and the major local languages targeted at improving opportunities for the majority of the population.

3.7 READ anticipates building upon a complementarity of strengths between government and NGO organizations in this area. The DANFE has offered to make all of the literacy materials currently being produced available, at no cost, to NGOs and CBOs offering literacy training. READ will be able to support the other recurrent costs associated with making these services available to a broader audience. The DANFE has identified an urgent need for the production of post-literacy materials, particularly in local languages, to complement its national literacy campaign. At present, DANFE does not have the capacity to produce these materials themselves. READ can support NGOs in the development and production of such materials.

3.8 READ will finance a variety of literary programs. There is some concern about the appropriateness of Namibia's current literacy program approach and methodology. It is anticipated that some experiments with more participatory training techniques and shorter total duration will be provided by NGOs. There may be extremely high economic returns to such investments if they increase the efficiency of the overall program.

3.9 In addition to any direct returns to individual adult learners associated with literacy, it is anticipated that these activities will increase the efficiency of the formal school sector in the delivery of basic education. Namibia has embarked upon a major reform of basic education. This program has received substantial support from USAID. It is well-known that literate parents are better able to supervise their

children's academic work at home and are more likely to be active in community governance of schools. Namibia is facing serious problems of discipline in classrooms and vandalism of school property and equipment.

3.10 Social returns to investments in basic education are generally in the order of 25 percent per annum. Given the Namibian context, it is anticipated that a comparable rate of return will be realized by investments in NFE literacy and numeracy skills provided through the READ project.

3.11 Life Skills. Economic returns to well-designed NFE programs in life skills are known to be extremely high. For example, the impact of UNICEF's educational initiative on oral rehydration has saved millions of lives at extremely low cost. Similarly programs in Namibia immunizing children resulted in dramatic increases in the number of Namibian children inoculated against preventable childhood diseases. Other things constant, education in life skills is likely to have the highest economic return in environments where either new technologies require dissemination or the social and political context has changed, thereby requiring new strategies and responses. Changes in Namibia's political and social environment since independence have created new opportunities and will require a greatly broadened set of "life skills" for most citizens. NFE of life skills is therefore likely to provide a high rate of return.

3.12 An area of particular concern may be that of AIDS education. While Namibia does not, as yet, seem to have a high prevalence of HIV positive, patterns in other neighboring countries suggest that it is only a matter of time before Namibia will have a major problem if nothing is done to show how to change these behavioral patterns. Other social issues which lend themselves to NFE activities include alcohol abuse, the role of women, domestic violence. An important component of READ Life Skills training will also focus on the area of environmental education. Investments in this area will also complement the Agency's new L.I.F.E. project, a component of the Southern Africa Regional Natural Resources Project.

3.13 Based on experience elsewhere, it is anticipated that investments in Life Skills training will have a high rate of return in Namibia. Although these returns may prove difficult to quantify because many will constitute public goods (reduced infectious disease, decrease domestic violence, improved environment, etc.), they will be of significant value in contributing to the project goal.

3.14 Income Generation. NFE activities directed at income generation have had mixed success in comparable settings. As noted above, there have been examples of extremely successful NFE programs, especially when such efforts are based upon knowledge of existing market conditions and provide complementary inputs. Unfortunately, there are also numerous examples of NFE training programs where local markets have soon been flooded with unmarketable skills or products.

3.15 In Namibia, there is a lack of systematic information on the impact programs for income and employment currently provided by NGOs. This is true even of the larger NGOs which have been providing vocational training for some time.

3.16 Despite these concerns about the economic returns to income generating NFE currently on offer, the current economic and employment situation in Namibia provides compelling reason to include Income Generating Skills among the READ objectives.

3.17 It is estimated that over half the population (54.8 %) are dependent upon income derived from subsistence sector activities. These activities, however, currently generate less than 4 percent of GDP. Average per capita income is relatively high (US \$1,200 in 1990) but income distribution is highly skewed with per capital white income estimate at US \$ 16,500. The comparable figure for individuals in the subsistence sector is \$ US 85.¹⁴

3.18 Over half the countries land area is unsuitable for conventional agriculture, yet it supports over 70 percent of the population. Because of employment and migration patterns there is a high incidence of female-headed households; 45 percent in Ovambo, over 50 percent in many townships.

3.19 While reliable labor statistics are not available at present, it is clear that there is substantial unemployment and under-employment. The most commonly accepted estimate is an unemployment rate of between 20 and 30 percent. The formal sector job creation, even under the most optimistic assumptions about growth, will be inadequate to match the growing labor supply.

3.20 Several features of the project design are specifically concerned with increasing the economic returns to any income generating NFE delivered under READ. First, sub-grant criteria require evidence that there is a market for the proposed training outcomes. In addition proposals must include a plan for impact evaluation. Second, market research will be undertaken. Findings from these activities will influence READ allocations beyond the first year. Third, the project will be administered by an international PVO with substantial experience in income generating activities in other countries and access to successful models. Finally, a major thrust of READ is to make NGOs and other NFE providers more responsive to grass-roots needs and demands.

3.21 A final argument in favor of this type of training relates to the rate and prospect of change within Namibia and within the region. In the past, black Namibians were disadvantaged in a number of economic realms. This situation is changing rapidly. Moreover, Namibia's long standing economic isolation, ended with independence. Political instability and economic decline in Angola appears to be ending. Major changes are underway in South Africa, Namibia's largest trading partner. Very substantial investments in infrastructure, particularly roads, are well underway and control of the Walvis Bay will soon revert to Namibian control.

¹⁴ Statistics on income and employment are from UNDP "Population and National Accounts of Namibia; 1990" and World Bank "Namibia: Poverty Alleviation With Sustainable Growth", August 1991.

3.22 In short, Namibia is experiencing a very volatile economic environment in which change and new opportunities seem inevitable. Well-designed and well-targeted NFE income generating programs could have an extremely high economic payoff. READ will attempt to encourage NGOs to capitalize on these new opportunities and to discourage delivery of "tired old" programs for which there is no real market.

3.23 Democracy, Citizens Rights and "Nation Building". The fourth substantive areas in which READ will support NFE activities relates to increasing individual and community participation and making citizens aware of their individual rights and responsibilities.

3.24 From an economic perspective, this is one of the most difficult area to assess because outcomes do not lend themselves to quantification. Yet, through fairly indirect mechanisms, it may well be the single most important content area affecting the economy.

3.25 The potential economic returns to such NFE training are quite broad. Despite its small population, Namibia has an extremely heterogeneous population with over a dozen distinct ethnic and linguistic groups. Prior to independence, many government policies mitigated against development of a cohesive national identity. Such cohesiveness; however, is essential if Namibia is to flourish as a nation.

3.26 A related concern has to do with perceptions of individual rights. Until independence, most citizens were deprived of a range of rights taken for granted in most of the world. Namibians must learn about democracy through participation. There is a need to encourage grass roots, community and individual involvement. Individuals and communities must internalize the concept that institutions (schools, clinics, government agencies, etc.) are theirs and that they have a right to hold these institutions accountable.

3.27 There are substantial examples to suggest that without this basic concept of accountability nations are vulnerable to inefficiency and corruption. Economic growth will be dependent, in indirect and complex ways, on the success of Namibia in reinforcing these democratic institutions.

3.28 While much remains to be learned about the role of NGOs and NFE in this area, there is reason to believe that it is an appropriate role for the READ project. Moreover, many NGOs played a significant role in mobilizing public and international consciousness in the liberation struggle.

Least Cost Analysis of the NFE Component

3.29 The Design team considered alternative means of reaching project goals in each of the substantive NFE skills areas. For literacy skills, the emerging DANFE program, in conjunction with NGOs, was identified as the main delivery mechanism.

3.30 Major alternative means for delivering income generating skills are vocational/technical training in the formal school system, apprenticeship programs, employer-provided on-the-job training and proprietary schools. There are currently only seven institutions in the formal education system which emphasize technical education serving about 0.3 percent of all students in formal schooling. It is now generally recognized that vocational/technical education within the formal system is expensive and of limited payoff. Given competing demands for resources within the education sector, the formal system does not appear to provide a viable alternative.

3.31 The fact that most black Namibians do not have access to formal sector employment precludes employer-related systems such as apprenticeships and on-the-job training from reaching most of the intended project beneficiaries. READ does provide opportunities for NGOs to provide training on a cost-recovery basis and will encourage such strategies, where appropriate.

3.32 In the areas of life skills and nation building NGOs, because of their diversity, seemed to provide the most viable and cost-effective alternative.

3.33 There are several reasons why delivery of services through existing NGOs appears to be the least cost option available. First, as was noted above, there is some urgency both economic and political to delivering services to a largely disenfranchised segment of the population. NGO organizations are in place and have a record of delivering NFE services in the past. The costs (both time and financial) associated with start-up can therefore be avoided.

3.34 Government is not a viable alternative to the NGO community for several reasons. First, at present, the GRN lacks capacity. The government is deeply involved in the transition and virtually every major ministry is undergoing reorganization. It will take several years until new organizations structures are fully staffed and operating efficiently. The MEC through the DANFE has made a substantial commitment to providing literacy services. Moreover, NGOs have traditionally been more flexible and responsive than government ministries and hold the promise of proving more cost effective in the long run, if they are able to successfully rebuild capacity and redirect their mission.

3.35 At present, aside from staff shortages, the NGO sector has excess capacity. Many programs have been (or may be) suspended because of insufficient resources. Many facilities are under-utilized. This situation provides an opportunity for READ to function with relatively little investment in civil works or other infrastructure.

3.36 Despite weaknesses in administration and financial management, a number of larger and medium-sized NGOs have the capacity to implement READ-supported activities.

3.37 A central component of READ relates directly to improving internal efficiency and reducing unit costs. There is reason to believe that, despite current

deficiencies, the NGO sector provides the lowest cost option for delivery of NFE services and that, within a relatively short period, the cost effectiveness of these programs will improve substantially.

Economic Criteria for Appraisal and Evaluation of the NFE Component

3.38 Each of the four substantive areas in which NFE activities are to be delivered requires somewhat different criteria for appraisal and evaluation.

3.39 **Literacy.** In principal, literacy training should be evaluated in terms of cost effectiveness. The "baseline" or point of reference for any individual NFE literacy program would be the set of competing programs offered by other READ providers or by the DANFE. The difficulty in this approach is that it requires some common definition of what constitutes "literacy" or different levels of literacy. In addition, cost-effectiveness must be measured against the metric of "gain." That is, comparison groups starting at a common point. In practice, this often proves extremely difficult to operationalize.

3.40 For purposes of evaluating pilot projects, it is anticipated that some instruments and methods for assessing literacy will be developed. While it would not be economical to collect such information on a wide scale, these instrument (combined with information on unit costs) would provide a means of assessing the relative cost-effectiveness of different programs.

3.41 Other assessment and monitoring measures could include dropout rates, success in attracting target population participants, enrolment in other programs which require literacy, and follow-up assessments of whether literacy skills were retained and utilized.

3.42 **Life Skills.** Economic criteria for assessing life skills would involve pre- and post- participation measures of knowledge and sample measures of behavior in terms of content areas such as health, nutritional, and environmental practices.

3.43 **Income Generating.** Economic criteria should be directly tied to economic behavior and the value of new activities or employment. It is recommended that rate of return analyses be avoided. It is well documented that, in the short run, a rate of return approach can be misleading because of subsequent investment behavior of completers.¹⁵ Quite simple dichotomous measures of whether the training has been used at all would be useful. Is the trained welder now using her welding skills? Are woven baskets being purchased at the rate they are produced? How many of the completers have obtained employment?

¹⁵ See Levine, V. "Evaluating Vocational Training Alternatives using Single-Period Earnings Data: A Technical Note," Comparative Education Review, February, 1979.

3.44 Democracy and Nation Building. This area probably does not appear to lend itself to economic analysis. Indirect indicators will be participation in local governance structures such as school committees, participation in elections, utilization of the appeal mechanisms, etc.

Other Issues Related to the NFE Component

3.45 Equity Concerns. Investments in NFE training are clearly justified on economic grounds. The need to provide NFE services to youth and adults, however, transcends simple economic considerations. Given Namibia's recent political history, where blacks were systematically denied access to educational opportunities, there is urgency to providing NFE as a compensatory activity. In the final analysis, the issue is not one of whether such services should be provided, but rather how and at the least cost.

Sustainability of NFE Component

3.46 Sustaining skills, once acquired, is generally dependent upon whether they are used. There is ample evidence that literacy skills atrophy if reading materials are not available. There is also a well developed literature on the atrophy of vocational skills.

3.47 Clearly, sustainability of skills is, to a large degree, a function of the appropriateness of what has actually been taught. With literacy, content is reasonably well defined. Choices of methodology may have some influence on student retention and, by extension, sustainability of outcomes. At present, a criticism of the national literacy program is that there are insufficient follow-up materials available. READ may become involved in the preparation of follow-up materials to complement those available through the National Literacy Program.

3.48 READ will attempt to increase the sustainability of vocational and income generating skills in two ways. First, the Project will include market research activities to maximize the probability that skills actually be utilized. The Project will provide complementary inputs such as tools, seeds, market information, etc. to vocational training participants.

3.49 The sustainability of democracy skills will be largely a function of factors outside the READ project. By contributing to a critical mass in terms of knowledge, behavior, and expectations, READ will contribute to the development of a sustainable social and political environment.

4.0 Development of New Technologies and Methodologies (NT&M)

Background, Rationale and Assumptions of NT&M Component

4.1 Until independence two years ago, Namibia was isolated internationally and did not benefit from access to information on new approaches and technologies. Moreover, with independence, the nation's political and social agenda changed

substantially. For these reasons, there is a dearth of current information on options and alternatives for NFE in literacy, life skills, income generation and community involvement and "nation building."

4.2 Moreover, as was noted above, NGO's have exhibited little concern with the cost-effectiveness of their programs and have lacked the capacity to measure the impact of training on employment, income, health practices, etc. of program participants. There is an urgent need to increase both the internal and external efficiency of the NFE sector in Namibia.

Potential Financial and Economic Benefits of NT&M

4.3 Technological Alternatives. The international PVO will collect and disseminate information on new "appropriate technologies," instructional materials, participatory training techniques, etc. appropriate to the substantive training areas of READ. Because of prior experience, contacts, and expertise in these areas, the PVO will have access to a much broader array of information and options than could be available to any individual NGO. Through sharing information, and obtaining single demonstration units of more expensive items, economies of scale will be realized.

4.4 The potential economic benefits of this strategy are significant. While the Namibian context is unique, there is reason to believe that many lessons learned elsewhere, and specific technologies, particularly in the area of income generation, will be of use here.

4.5 Pilot Project Evaluation. Contracting with local researchers (possibly at the University or in the private sector), the PVO will organize the careful evaluation of new techniques and options implemented as "pilot projects." Part of the resources available for sub-grants to NGOs will be specifically earmarked for implementation of such pilot projects. The evaluation activities will be conducted by an independent organization. The findings of these evaluations, both positive and negative, will be widely disseminated throughout the NGO community and will influence subsequent READ implementation decisions. The potential economic benefits of these evaluations will be significant improvements in internal efficiency and the avoidance of resources wasted on the large-scale implementation of non-viable schemes.

4.6 Research on Market Conditions. Through liaison with local government, private sector and regional agencies and by commissioning studies on market conditions, the PVO will assemble and disseminate information on the current and projected market for skills, services and products which NFE income-generating training programs could support. This information will significantly increase the external efficiency of the project and will influence the placement of sub-grants.

4.7 Research on barriers to participation. READ has specifically defined objectives in reaching specific target populations. The PVO would also contract of special studies on barriers to participation. Findings from these studies would

influence subsequent sub-grants and would increase the efficiency of the Project in reaching these targets.

4.8 Study Tours. The PVO may organize study tours for NGO and GRN staff to visit successful projects in the region, to attend conferences, and to obtain information which would improve the efficiency of project activities.

4.9 These activities essentially involve the creation and dissemination of efficiency-related information and are likely to have a high rate of return in improving the efficiency of READ activities and, by extension, the activities of government agencies and other NFE providers.

Least Cost Analysis of NT&M Component

4.10 The proposed approach has a number of advantages which should minimize the cost of reaching project objectives. Use of an international PVO with broad prior experience in similar projects will minimize the costs of identifying and obtaining information on, and examples of, alternative technologies.

4.11 Evaluation of pilot projects minimizes costs by allowing the evaluation component to "piggy back" on training programs which would be implemented as an integral part of READ. These costs will be substantially lower than alternative models in which services are delivered solely for the purpose of evaluation.

4.12 The use of local Namibian researchers, wherever possible, to conduct research on market conditions and barriers to access will minimize the cost of these activities. In addition, there is the potential indirect benefit of strengthening indigenous research capacity.

4.13 All study tours will be carefully examined to assure that they are cost-effective. The organization of participants from different organizations will also reinforce networking activities.

Economic Criteria for Appraisal and Evaluation of NT&M

4.14 The economic value of new technology acquisition and information dissemination will be assessed in terms of the extent of adaptation. It is anticipated that a significant portion of materials acquired will prove not to be appropriate to the Namibian context at this time. In itself, this is not indicative of misdirected resources. Learning what will not work is valuable information. Some of the new techniques and ideas borrowed from elsewhere, however, should be appropriate to Namibia. Measures of their use (and impact on efficiency) will represent the principal economic criterion for appraisal.

4.15 The economic return to pilot projects and their evaluation will be assessed by the extent to which they influence practice. One immediate measure of this will be the impact of such evaluations on READ criteria and funding patterns. An

economic return (which would not be apparent in the analysis of READ activities alone) would be savings from mistakes avoided!

4.16 Similarly, the economic assessment of research on market conditions and barriers to access would be assessed in terms of their impact on project design and modification.

4.17 Study tours could be evaluated by means of short and long-term follow-up interviews with participants to assess the impact of these activities on the efficiency of their organizations and on the operation of their organizations' programs.

Sustainability of NT&M Activities

4.18 Given the specialized nature of activities in the production and dissemination of information, the concept of "sustainability" of the component per se is not entirely appropriate. This component provides an intermediate product which is important for the sustainability of READ activities overall. Efficiency improvements in the NFE subsector will be an important factor in the overall sustainability of activities supported under READ

4.19 The question of whether, once READ ends, other mechanisms will emerge to continue this process of information collection, creation and dissemination, cannot be answered at this time. In all likelihood, the extent to which these READ-supported activities are perceived to be valuable, will be the principal determinant of their long-term sustainability.

5.0 Outreach, Networking, and Follow-up Support Services (ON&F)

Background, Rationale and Assumptions of the ON&F Component

5.1 Because of the volatile environment in Namibia and the funding and staffing crisis facing many NGOs there is an atmosphere of competition and, in some instances, mistrust. One assumption of READ is that the NFE sector would profit from greater collaboration and interaction among service providers. There are many organizations but relatively little systematic information on what is available and who is doing what. This situation has improved recently with the publication of a Directory of NGO organizations and research activities on the sector supported by UNDP, USAID and the EEC.

5.2 Within the NGO community there are concerns that well-established and well-connected "insiders" dominate and that new initiatives such as READ risk perpetuating the status quo. Given the history of unaccountability and non-responsiveness among some NGOs, there is the danger that unless competition is encouraged, READ may help to perpetuate complacency.

5.3 A concern commonly voiced regarding NGOs and other organizations has

been the "top down" approach to planning. It is assumed that efficiency would increase significantly through community mobilization and assistance to local NGOs in assessing their own needs.

5.4 It is also assumed that community mobilization and grass roots participation are essential corollaries to the "Democratization" and "Nation Building" emphasis of the project.

5.5 Experience elsewhere has demonstrated that training in income generating skills, in itself, is often insufficient to bring about change without complementary follow-up activities in the form of tools, materials, marketing assistance, etc. It is believed that these are important "outreach" activities which should be linked to NFE.

Potential Financial and Economic Benefits of OF&N Component

5.6 Community Mobilization. PVO staff will undertake a series of community mobilization activities directed at assisting local communities to assess their own needs and to become aware of the kinds of NFE services which are available through government agencies and NGOs. Potentially, such mobilization activities can substantially increase project efficiency by increasing both the likelihood of participation, retention of participants and increased "relevance" of program content.

5.7 NGO Outreach and "marketing". There are believed to be about 250 NGOs in Namibia. Of these, approximately 25 have been involved in the development of the READ Project. The PVO will institute activities directed at reaching smaller NGOs and making them aware of the kinds of support and services available through READ. The potential economic benefit of this activity is to increase the range of organizations and services available and to increase a spirit of "market competition" between NFE providers.¹⁶

5.8 Planning Grants. An on-going feature of READ will be providing small planning grants to small NGOs to assist them in preparing documents required to gain access to READ funding. It is anticipated that U.S. Peace Corps volunteers will be assigned to the project to assist in these tasks. The economic benefits of these grants will be to greatly increase the breadth of the project and to provide support to smaller organizations. It has the potential to greatly increase the extent to which the NFE sub-sector is redirected from its current "top-down" mode of operation.

¹⁶ One complex aspect of project implementation will involve balancing efforts directed at facilitating NGO collaboration and information sharing with "market-oriented" incentives to improve efficiency. The Design Team recognizes this to be an important concern and feels that appropriate strategies can only be developed as the project gets underway.

5.9 Conferences, Newsletters and Directory. The PVO will support a series of conferences, newsletter and preparation of an annual directory of organizations and training services to help facilitate the flow of information about the sector. The economic benefit of these "networking" activities will take the form of increased efficiency and reduction in redundant activities.

5.10 Project Follow-up Activities. READ will support follow-up activities to selected income-generating training programs. These will include the provision of complementary inputs such as the provision of tools and materials, market information, marketing services, and advice on finance.¹⁷ The economic benefits of these follow-up activities will be to increase project impact on actual income generation.

Least Cost Analysis of the ON&F Component

5.11 The PVO will be responsible for outreach and capacity building including sub-grant proposal development.

Economic Criteria for Appraisal and Evaluation of ON&F Activities

5.12 Activities in this component are primarily related to participation and information sharing. As such, they are intermediate products and do not lend themselves to direct economic evaluation. Indicators of the impact of these activities would include the following:

- The number of sub-grant proposals submitted from grass roots organizations.
- The number of new NGOs to become involved with READ either through capacity building, submission of a proposal or receipt of a sub-grant.
- The number of planning grant requests and the percent of there resulting in a) submitted, and b) approved sub-grants.
- The number of conferences organized and the extent of participation.
- The number and quality of information dissemination products (e.g., newsletter, NGO Directory, catalogue of services) produced under READ and users' perceptions of their value.
- The number and variety of post-training support activities provided.

¹⁷ The R.E.A.D. Project will not directly provide credit assistance to individuals or organizations.

6.0 Administrative, Management and Implementation Arrangements (AM&I)

Background Rationale and Assumptions of AM&I

6.1 Given the current situation in Namibia it is assumed that an external organization will be required to administer the READ project. The history of rivalries, inefficiencies, and isolation requires the participation of a knowledgeable international PVO which will be accepted as neutral in the Namibian context.

6.2 There is substantial expertise in Namibia and, to as great an extent as is possible, READ should draw upon technical assistance and training services that are locally available.

6.3 There is an immediate need to provide NFE training. Most NGOs have not had an opportunity to carefully assess their own needs or to develop detailed proposals for sub-grants which conform to the READ criteria. If costly delays in project implementation are to be avoided, it is important that NGOs receive assistance in needs assessment, proposal development, and capacity building.

6.4 The above considerations have led to a design which incorporates the following feature:

- An external international PVO will be selected to administer the project in order to draw upon a broader experience base and to defuse potential issues of unfair advantage.

Least Cost Analysis of AM&I

6.5 The rationale for use of an international PVO was discussed in some detail as it pertained to Capacity Building activities and will not be repeated here.

6.6 The project design calls for phasing out the expatriate COP after three years, although the PVO will continue to administer the project with a local manager for the full six-year period.

6.7 The administrative arrangements provide the external administration which is essential and also allows fairly immediate technical assistance to NGOs while minimizing administrative costs. The use of Peace Corps volunteers to assist NGOs in proposal development will broaden the range of project participants at minimal additional cost.

7.0 Summary of Economic and Financial Analyses

7.1 READ will provide a mechanism through the PVO cooperative agreement to support NGOs through four inter-related project components -- Capacity Building, Delivery of NFE Services, New Technologies and Methodologies and Outreach.

Most activities will be supported through sub-grants from NGOs based upon detailed sub-grant proposals.

7.2 Analyses were based upon information collected through a range of techniques including field visits, discussions with the project Steering Committee, Analyses of two NGO data sets, meetings with key informants, focus group meetings, experience in pre-proposal development, and a survey of 20 NGOs.

7.3 Potential Economic Benefits. It is anticipated that approximately 25 NGOs will be strengthened during the life of the project, receiving technical assistance, training, equipment, administrative and financial management systems and/or improved facilities.

7.4 Approximately 40,000 disadvantaged Namibians will receive nonformal education in one of four content areas (literacy, life skills, income generating skills, democratic skills).

7.5 Through study tours, demonstrations, dissemination of information, the evaluation of pilot projects and research on market demand and barriers to access the overall efficiency of the NFE subsector will increase significantly and the internal and external efficiency of NFE activities will improve.

7.6 Through outreach and social marketing activities the participation of a substantially broader set of community groups and organizations will become involved in assessing their own needs and in shaping the content and nature of NFE training activities. The range of NFE providers will increase and groups and organizations which have been marginalized in the past will have increased access to external support and decision makers. Through planning grants and other technical assistance, the quality of NFE programs will increase and the level of external funding will go up as well. Through newsletters, conferences and other networking activities the level of shared information will increase and duplications of effort and other inefficiencies will decrease.

7.7 Project Costs. The overall project cost will be US \$ 13,500,000. If the project target of serving 40,000 disadvantaged Namibians is reached, average unit cost will be less than \$338 per participant. In addition, benefits accruing to NGOs and to the society in general will also be realized. Analysis suggests that the approach planned for READ represents a least cost method of attaining project goals.

7.8 Least Cost Analysis. The overall project as well as the four project components have been found to represent the most cost-effective option available for attaining project goals. Administrative and Management arrangements have also been identified as the least cost approach.

7.9 Sustainability. Because of the project's emphasis on capacity building, enhancing efficiency, and reducing costs overall project activities should be sustainable in the long run. It must be emphasized that some of the activities

funded under READ will cease operation during the project life due to changes in the general environment or because they were found to be less cost/effective than alternatives. Similarly, it is anticipated that some organizations receiving project support may also stop operating during this period. These considerations should be incorporated into the design of the two scheduled evaluation activities.

ANNEX H

GENDER ANALYSIS

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ANNEX II

GENDER ANALYSIS FOR READ PROJECT

A. Introduction

Namibia's new Constitution, which guarantees equal rights for women, has not automatically changed the role and status of women. Many discriminatory common and customary laws are still in effect and practiced and will continue until laws can be repealed and rewritten and information on women's legal rights distributed widely. Therefore women in Namibia continue to experience both traditional and cultural discrimination in social, economic and political arenas. They have not been primary participants in, nor recipients of, national or local development efforts. The vast majority of women in Namibia are severely disadvantaged: 60-70% of women are illiterate, over 50% of households are female headed, about 75% are unemployed, women have major responsibility for child rearing, school fees and health care and few have marketable skills. Many Namibians have been dispossessed of land, forcibly resettled, had family life disrupted by the labor contract system, and have suffered active discrimination. As a result, their traditional livelihoods and cultures have been seriously harmed with immense negative impact upon women.

The purpose of the gender analysis is to identify and discuss the availability of a sex-disaggregated data base; constraints women have experienced and opportunities for enhancing women's participation in project activities; and to suggest Project strategies to overcome these constraints. Gender analysis assesses the roles and responsibilities of both men and women and examines the inter-relationship of these roles with respect to Project activities. Women's participation in READ Project activities is likely to be made more difficult by impediments such as their multiple roles in domestic tasks, household production and at times, off-farm income generation. Therefore Project activities will avoid adding to the burden of women by increasing time and labor requirements and consider women's needs when developing activities, scheduling training classes and implementing Project enterprises. While recognizing and respecting traditional roles of women, Project activities will attempt to encourage women to become partners in the development process through active participation at both the management and beneficiaries level. Women will be given additional opportunities to choose their level of involvement for themselves.

While some statistical data about the role of women in Namibia exists, the information does not paint an adequate national picture of social-economic indicators needed to formulate a comprehensive understanding of gender constraints and opportunities. However, a recent publication by UNICEF (1991) has compiled much of the known social-economic data relating to women and children in Namibia. Information from this report, as well as other reports, articles and interviews were useful in writing this section.

B. Female Headed Households

Most evidence suggests female-headed households are common in Namibia as in other countries with strong historical patterns of labor migration. It has been reported that up to

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half of the households of "non-white" populations in urban and rural areas of Namibia are headed by women. Higher levels within this range are found particularly among "squatter" settlements. Female headed households need special consideration in development activities. Time and labor constraints limit their participation in training activities, at committee meetings and in implementing community projects.

C. Health and Nutrition Indicators

Because women have the major responsibility both for their own health and the health and nutrition of their families, health problems limit women's time, labor and energy and restrict their participation in additional productive household and community activities. In Namibia, available health/nutrition indicators for the rural areas are appalling and rank among the poorer countries in Southern Africa. Infant mortality rates range from 160/1,000 live births in the Ovambo region to around 30/1,000 in the rest of the country. Child mortality rates (deaths of children below 5 years) are 110/1,000 in rural Ovambo, 100/1,000 in the peri-urban areas and 64/1,000 in Katutura.

Only 50% of rural households in Ovambo had a water supply in or outside their holes and women walk an average of 1 hour and 42 minutes to fetch water every day. Only 5% of Ovambo households had their own toilets. Only 14% of children under age one were fully immunized against 6 vaccine-preventable diseases. Among children under 5 years of age, 36% were malnourished and between 9% and 11% die before their fifth birthday. (UNICEF Programme Plans of Operations, 1992-1996)

Other indicators of child health and nutrition are wasting (low weight for height) and stunting (low height for age). Rates of wasting were found to be 11.7% on the average and as high as 20% in the Herero region. Rates for stunting were found to be 40% on the average and 51-52% in the Kaoko and Caprivi regions. Daily per capita calorie intake is only 82% of the requirements. Statistics revealed that there was a linear inverse association between incidence of child stunting and family income levels and a strong positive correlation between higher levels of parental education and better child nutritional status.

These statistics paint a bleak picture of health and nutrition status among Namibians. Through increased literacy and relevant information and appropriate life skills, women will become better able to detect potential health problems and access appropriate health services.

D. Education Indicators

Independent Namibia inherited an educational system which was highly fragmented with allocation of resources segregated on the basis of race and ethnicity. Large

disparities exist in indicators such as percentages of qualified teachers by region, in pupil:teacher and pupil:classroom ratios. The poor quality of educational services, especially for the rural and the poor, have resulted in high rates of failure, repeaters and dropouts. Estimates of illiteracy vary from 60 to 70% with the majority thought to be female. Studies indicate that educational levels among rural women were lower than to those in urban or peri-urban areas. It was also found that female headed households in rural areas were more likely never to have attended school than male heads of households.

The majority of women in the rural areas can only speak their mother tongue and not English (nor Afrikaans) and are therefore isolated from local, regional and world developments. They are also excluded from the labor market and are pushed into the informal business sector. Without available credit, many women are forced into prostitution. (Kazombaue, "Facing up to the Hard Reality of Namibian Women")

Children who get little or no education become adults who neither value education nor promote educational opportunities for their children. Uneducated women are especially disadvantaged in finding alternatives to improving their life-style through employment or small business income-generating activities. With high levels of illiteracy, the large number of drop-outs and children with limited access to basic formal education, the demand and need for non-formal education to develop practical skills, self-confidence, and literacy abilities is very high.

E. Economic Factors

Although Namibia has a relatively high national per capita income (US\$ 1310 in 1990 as reported by the United Nations), the figure is deceiving for women in the work force. Only 24% of women were active in the economic sector compared to 83% of the males in 1990. Extreme income differentiation between racial/ethnic groups, further serves to distort standard measurements of national production. Namibian society has inherited inequalities manifested in severely skewed income distribution. The top 5% of the population are estimated to account for 71% of the gross domestic product (GDP) while the poorest 55% control just 3%. Per capita income for "whites" is US\$ 16,504 while modern sector Blacks receive US\$750 and subsistence sector blacks receive US\$85.

Rural employment for women is almost non-existent. Therefore women have to rely on harvesting veid products or engage in subsistence farming to provide the household with an adequate food supply. Although women do the majority of the agricultural labor, access to services for sustaining and developing agricultural production has been restricted for women. Lack of credit facilities, agricultural and veterinary extension, marketing and input supplies are major constraints for women in improving crop and livestock production. In those sections of the country which do not support subsistence farming, women's options for supporting the household are severely limited. Recurrent droughts and a lack of water throughout Namibia has served to further hamper women's attempt to provide for their families.

Despite their role in rural production, women also have no ownership rights over basic household resources. Under "traditional" law, women in many areas have no inherent right to land and may theoretically lose access to it on the death of a husband, although use rights are sometimes secure in practice. The same situation frequently applies to the ownership of cattle, often the sole source of wealth among rural households.

A further complication, especially in the northern rural areas, is the repatriation of men who are coming back to Namibia after being away for some years. Many are bringing back new families to their old communities thus creating widespread hardships for women both in personal relationships and in use rights of land and other resources.

As more women are finding it necessary to find income producing work, it is important to assess the extent of control which women exercise over the income derived from their productive activities. While an increase in access to resources and the means of production is a pre-condition for the improvement of the situation of women, it is not in itself sufficient to guarantee change in their economic situation. This is determined in a large part by the decision-making role afforded to women, whether they are heads of households or not, particularly in the rural areas. Where decision making by women is limited, so too will be women's access to improved services. Therefore the real impact of benefits and women's role in participatory development will be reduced.

F. Legal Factors

Legal issues and limited access to legal assistance also limit to women's participation in development activities. Probably the most serious area of gender inequality is in the current common law and customary law on marriage. Marriages are generally community of property which means the husband has control over joint property and the wife cannot enter into any legal contract, e.g. acquire a loan, buy or sell equipment for a business, etc. without her husband's signature. Married women have the legal status of minors with no rights of their own. In order to retain legal rights under the law, some women are opting to remain single.

Reproductive rights are another major area of concern to women. Although family planning consultation and contraceptives are available at local health clinics either free or at a minimal cost, women are forcefully discouraged from using them by their husbands and boy friends. When women try to persuade their partners to use condoms (for protection against AIDS as well as contraception) they are often beaten. Abortions are illegal under Namibian law and so women are forced to have babies they don't want and can't raise. With the churches preaching conventional morality and advocating the pro-life stance, women end up feeling further rejection and guilt. This areas of reproductive rights, governed by law, custom and strong traditions, are being prejudicial against women. When women cannot make choices about their own bodies this negatively effects their attitude about life in general and creates pessimism about the feasibility of improving their personal circumstances.

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The new labor law, projected to take effect before the end of 1992, is thought to limit the number of persons able to live on commercial farms to those that are gainfully employed. If this means that, unemployed women, children, disabled and the elderly are required to move off the land there will be disruption to family life, and negative consequences for women.

Increased access to legal information is a recognized need through Namibia. The READ Project will encourage NGOs to include legal education components in their Project proposals to an informed citizen contributes to nation building.

G. Project Implications

The above summary of the conditions of women in Namibia presents a broad picture of human and social underdevelopment and underlines the importance of involving women at all stages of the READ Project. Because of women's disadvantaged status in Namibia, they will benefit greatly from active participation in the READ project's 4 component activities. Training of women will also have a multiplier effect because of women's role in the rearing and education of their children. Values of formal and non-formal education, participation in the work force, and participation in community decision making will be passed on to the children through the socialization process. This is a key contribution to the process of nation building.

NGOs administering community based projects will be made cognizant of these issues and of other issues that result from political, economic and social evolution in Namibia including the growth of the government's literacy programs. Women's participation in the administration of NGO projects is vital to their success at national, regional and local levels and should result in increased activity and status of educated women as program managers and administrators.

a. Male Participation

Gender analysis must also take into account the implications for male involvement in Project activities. In interviews with staff from the MEC's new Adult Non-formal Literacy Program, it appeared that women were very interested in non-formal education opportunities including literacy and skill building training. More women than men applied for Promoter positions and for the literacy classes. Many people encouraged the training of women because they were responsible and dependable; men had "other things on their minds". If in reality, women are the major participants in the MEC's literacy efforts and in NGOs' effort to raise literacy levels and related income generating skills, an imbalance of control and power within the household could result. Women who become more literate and skilled than men may be severely reprimanded by their resentful husbands. Therefore it is important that men not be left behind in literacy campaigns. If men are shy to admit their inadequate literacy skills, they may need special encouragement and special classes to promote their active participation. This will be an important aspect for consideration during on-going project monitoring and evaluation. Constant attention needs to be given to these volatile gender issues raised by uneven increases in literacy, skill development and community

Because many males have been estranged from the household and household responsibilities because of job-related activities or participation in the struggle for independence, they are not enthusiastic about participating in supporting the household. Therefore, the READ Project will address issues related to the improvement of life skills for men who return to the household which will contribute to home-building and nation-building.

b. Data Base Requirements

As mentioned above, reliable household information of national coverage does not exist. A national survey that would include information on basic household and economic household conditions, education and health services indicators, availability of human and natural resources, and social services provided is desperately needed. Such a study would provide detailed information related to gender issues in Namibia. The READ Project needs to develop appropriate data bases (disaggregated by gender, and by male/female headed households) on which to monitor project activities. Data gathered by NISER during its participation in the LIFE project will also be made available to the READ project.

c. Donor Involvement in Non-Formal Adult Education

All major international donors support some area of non-formal education and all are sensitive to gender issues. The United Nations Agencies such as UNIFEM, the UNDP and UNICEF, the ILO and bi-lateral donors such as SIDA, FINNIDA and DANIDA have made issues a major focus of their work. UNICEF, by its very nature targets women and children's issues and is supporting MEC's non-formal education program at a level of US\$2.7 million with training and materials development. SIDA is also supporting women's involvement in literacy programs and is providing funds for staff salaries for the government's literacy program and technical and management information support. FINNIDA is a third major gender supporter of non-formal education and is assisting in the production of learning materials and materials support to various skills training and extension programs aimed especially at promoting women's self employment in the informal sector.

d. Strategies for Reaching Women

Several models exist that can assist project managers with the task of gender analysis. One such tool entitled, The Process of Gender Analysis: Ten Steps will assist in the design of community-based projects ensure the participation of women in READ Project activities.

It is important that women not be relegated only to traditional activities such as basket weaving, knitting, domestics, silent observers, food preparers, etc. Creative ways must be found to integrate women into all managerial aspects of the project at the community level. Women should serve on the community committees; be involved in designing research projects; identify and attend appropriate training courses; and assist in the decisions on what training activities are needed in the community.

Women will respond positively if appropriate strategies are used to notify them of meetings and classes and to encourage their attendance in these activities. Women have their own networks which are relatively easy to tap with only a little investigation. Women will attend community meetings if they are approached directly and told about the meeting. If women are shy about expressing their opinions in front of men, then separate meeting should be held (which should include a few male leaders). After some time, when women become comfortable with the issues being discussed, some women will be willing to speak out and represent women's viewpoint at general meetings. It should be remembered that women are not a homogeneous group; each woman has problems and needs related to her own life. Therefore it is necessary to obtain the viewpoints of many women to truly understand "women's views".

Different strategies for each component may be needed to encourage women's participation in Project activities. During the project design many of the female members of NGO staffs were adamant about their need for training and desire to move up in their organizations. It also became clear that the most eager recipients of NFE Training appear to be women. Some women would rather work in women-only groups as they do not trust men. This should be encouraged if it helps women gain self-confidence and benefits the community. Other strategies for enhancing women's participation include encouraging female leadership during meetings, providing child care, convenient meeting times and places, radio programs which use drama, role-playing, etc. Women-only meetings and women-dominated projects are good ways to initiate women's involvement but it should avoid restricting women's participation in the mainstream of community decision making. Therefore, projects should attempt to move women into that mainstream as soon as they are ready so that they begin to share community power which has traditionally been left to men. The additional effort it may take to develop women's trust and encourage their active participation will be rewarded through community-based programs that women will support and sustain.

Expected impacts of women's involvement in the READ project are many:

1. Increased ability to read and write in mother tongue and English and increased numeracy.
2. Increased technical skills for job related opportunities within the community.
3. Increased ability to operate and manage a small business enterprise.
4. Increased income at the household level.
5. Increased skills in leadership and group organizational processes, and increased confidence to participate in community-based planning committees.
6. Improved status in the community; increasingly approached by others for information and opinions.
7. Improved household status level and more active participation in household decisions.
8. Increased participation in democratic process through improved ability to express needs at community level and in the household.
9. Increased knowledge of legal rights and skills in obtaining services and resources guaranteed under the law.
10. Improved health care for self and children.
11. Increased education of children in the formal setting.

ANNEX I

SOCIAL SOUNDNESS ANALYSIS

ANNEX I SOCIAL SOUNDNESS ANALYSIS

Based on a review of relevant materials and the collection of primary data, this Social Soundness Analysis finds that the READ Project is socially sound, because it provides services to target populations and has the goal of to increasing the capacity of Namibians to control their lives and to improve their quality of life). Its target groups of disadvantaged Namibians complement Government's efforts to adhere social equity, and USAID's program strategies to reach these same disadvantaged groups through education, improved national resource management, and institutional strengthening initiatives.

The following opportunities and constraints will affect goal attainment:

Opportunities

- o MEC has recently initiated a literacy program, intended to reach 70% of all illiterate adults within ten years;
- o a number of NGOs are active in Namibia, with some showing signs of making the transition from liberation to development activities;
- o community participation and social mobilization are central elements in the government's approach to development;
- o despite lack of experience with such an approach, communities appear willing to provide the necessary inputs to achieve their own development;
- o in the two years since independence, the Government has been able to institute a primary health care approach, built on the principles of community participation and cost recovery;
- o the 1991 housing policy appears to be forming the basis for a more appropriate low-cost housing approach;
- o the MEC is undergoing a radical restructuring designed to change resource allocation and the basic pedagogic approach to education in Namibia.
- o the MWCT has embarked on a path to support and sustain community-based non-formal environmental education activities.

Constraints

- o the MEC literacy program is as yet untested and unevaluated;
- o a number of smaller NGOs appear to be struggling to initiate activities;
- o the Government has not yet consolidated its presence in the rural areas, and will probably not be able to do so until after the November 1992 elections;
- o expectations are high for the Government to provide resources and jobs, undermining the self-help spirit;
- o the Government has not yet been able to retrench civil servants as a result of the settlement leading to independence. The result has been a bloated bureaucracy which includes a number of powerful mid-level officials who do not necessarily believe in the new development approach;
- o the economy will, for the foreseeable future, remain stagnant.
- o NGOs are not yet experienced nor comfortable working in an open, transparent, collaborative and non-political mode.

As a result, Namibia, two years after independence, finds itself in a challenging position. Nation-building is only beginning. The country lacks the necessary resources to build the social infrastructure needed to overcome decades of colonial rule, it faces marginal economic prospects even under optimistic scenarios, and it confronts seemingly intractable unemployment and underemployment problems.

Aware of these problems, the Government has set about the task of using the limited resources it has to achieve maximum benefit. Self-help initiatives, community involvement in decision making, and collaboration with the NGOs form the basis for development efforts. Sectoral priorities consist of a reliance on the private sector as the engine of growth; education and training to overcome the inequalities of the past and improve the productivity of the population; health and housing to meet basic human needs; and agriculture and rural development to overcome distortions in the past allocation of resources.

The legacy of *apartheid* is perhaps most evident in the education sector. Table 1 provides some of the basic indicators (MEC, 1990: 22):

Table 1
Selected Indicators of Educational Equity (1989)

<u>Ethnic Administration</u>	<u>1990 per Student Costs</u>	<u>Student/Teacher Ratio</u>	<u>% Teachers w/Std 10</u>
Whites	R5,105	13.3	98.9
Coloureds	R2,021	23.0	74.2
Damaras	R1,723	24.0	34.9
Hereros	R1,578	26.3	14.7
Namas	R1,567	22.4	39.0
Caprivians	R 839	28.9	35.1
Kavangos	R 814	28.2	10.6
Owambos	R 616	37.9	21.3

Standard 10 pass rates ranged from 93.8% under the "Administration for Whites" to 7.7% under the "Administration for Kavangos", 11.0% under the "Administration for Owambos", and 11.1% under the "Administration for Hereros". Within the first four years of education, half of all children who enter the system drop out; under the "Administration for Owambos", 40% dropped out after the first year, and of those who did not drop out, almost half had to repeat at least one year. The Improving of Efficiency of Educational Systems (IEES) sector assessment (MEC, 1990) and the World Bank Report (1991) on poverty underline the inefficiencies and inequality of the educational system.

Formal education does not appear to discriminate against women, in fact more girls than boys have a higher attended primary school. This situation, however, changes at higher levels of education, with boys more likely to continue into secondary schooling. There is also considerable 'gender-typing' in the formal schooling system, reflecting gender-specific curricula and societal pressures.

Information on non-formal education is scanty. Adult illiteracy is estimated at 60-70%, but may be higher. This figure is higher than all other countries in Southern Africa, even including war-torn Angola and Mozambique. Only 30% of all adults have completed four years of schooling, an internationally accepted minimum requirement for literacy skills to be assimilated. Past non-formal education programs are estimated to have reached less than 3% of the population, and have been run principally by churches and NGOs. The lack of education is one of the root causes of the enormous differences in Namibian society, reinforcing racial stereotypes, undermining self-confidence, and engendering a feeling of hopelessness.

Beneficiaries

Beneficiary assessment in the Social Soundness Analysis concentrates on populations who could receive services. NGOs as beneficiaries are discussed in the Institutional Analysis. The Design Team made field visits have been made to most regions throughout the country where direct discussions with potential beneficiaries. Potential beneficiaries have also been represented through the various NGOs and interested parties represented on the Project Committee.

The total number of individuals who could potentially be reached through non-formal education channels (as of 1992) is approximately 400,000+, assuming an illiteracy rate of approximately 70%. The challenge is enormous, and is expected to be met through the rapid expansion of MEC's literacy program and the continued activities of NGOs. The READ project can realistically assist in meeting approximately 10% of this need (40,000). Potential beneficiaries can be divided into three groups: those living and working as farmworkers on commercial farms; those living in communal areas; and those living in peri-urban locations, particularly squatters.

Impact

Project impact in the Social Soundness Analysis refers to the impact on those who would potentially benefit from service delivery; impact on NGOs is dealt with in the Institutional Analysis.

Realistically, only a small portion of the 70,000 illiterate farmworkers can be reached. Those in communal areas are perhaps best placed to secure benefits from READ. Non-formal education extension structures are being put in place by DANFE, while support could also be garnered from field officers with the Ministries of Health and Social Services, Agriculture Water and Rural Development, Local Government and Housing, and the Ministry of Wildlife, Conservation and Tourism. The gender distribution of potential beneficiaries in the areas of literacy, life skills and nation building is likely to favor females over males, if patterns of non-formal education enrolment elsewhere in the region apply to Namibia.

For income-generation, existing activities follow clear gender-typing patterns (e.g., men in woodwork and women in needlework). No accurate data are available on the extent and character of the small-scale enterprise sector in Namibia, but it can be assumed that, as with other countries in the region, the majority of such enterprises are run by women. Men and women should benefit equally from non-formal environmental education activities.

Regarding squatters, the size and distribution of the squatter community in urban and peri-urban Namibia is not known. It appears that squatters in commercial farming centers come primarily from freehold farms, after having lost their jobs. In communal areas, the squatter populations are made up of those who have left the rural areas due to drought (e.g. Kunene and Erongo Regions), returnees (e.g. Oshana Region), those expecting rapid benefits due to independence (such as jobs, social services, etc.), and those who have migrated to major urban locations such as Windhoek seeking work. There are currently no systems planned for reaching squatters with environmental education.

The National Literacy Program of Namibia includes squatters as part of its target group. In Katima Mulilo, for example, two literacy promoters are working in the squatter community on the edge of town. It also appears that NGOs are active with squatter communities in various parts of Namibia. This suggests that squatters will receive sufficient attention by NGOs as proposals are submitted to READ.

Issues

The social soundness of the READ project is will in part dependent on the nature of the proposals submitted by NGOs in accordance with the developed criteria, and on their intended and actual target groups. While over half the population of Namibia can be considered disadvantaged, some populations face more severe problems. The PID identified seven such groups: poor women and men displaced by conflict and military occupation; rural poor female-headed households; disabled adults and youth (including war victims); returnees; farmworkers; low-income peri-urban groups; and illiterate young people and adults. Evaluation criteria which direct projects towards these groups would support national and project objectives of improved equality.

Because these seven groups can be geographically categorized into three locations (communal, commercial and peri-urban), the social soundness analysis does not support regional targeting as a principal criteria of project selection. Rather, it should consider proposals from all areas of the country.

ANNEX J

INSTITUTIONAL ANALYSIS

ANNEX J

INSTITUTIONAL ANALYSIS

1. INTRODUCTION

The institutional analysis is designed to provide the following:

- o historical information on the development of major actors which will be involved in the Project;
- o contextual information discussing the Project operating environment;
- o review of the major institutional issues raised by the Project;
- o a discussion of what NGO capacity is and could be.

2. INSTITUTIONAL CONTEXT

2.1 In many countries NGOs have played a significant role both in mobilizing rural communities and in providing a platform for development activity. But a report to the Club of Rome stated that, "The activities of NGOs remain unknown to a large segment of the public. In some quarters they are still regarded as well-meaning amateurs engaged in charitable activity. However, a growing number of observers are beginning to take them seriously, recognizing their enormous economic and human potential as a very positive development for the future. NGOs are emerging as a significant force for development" (Schneider, 1988, p. 164).

In Namibia the role of NGOs has been constrained by the fact that NGO activity has thus far been limited and relatively few community-based organizations currently exist. While in the major urban centers -- Windhoek in particular -- community-based NGOs are relatively well established, there are fewer organizations in the populous rural areas of the north.

A brief background of the conditions inherited from the colonial period and a mention of current NGO activity in Namibia would not be complete without furnishing some information about the context in which the NGOs evolved. Churches were historically the first NGOs to establish themselves in Namibia. The presence of missions of European origin increased after the German Government began establishing administrative structures in the territory. These missions subsequently became the major providers of health and other social services including rudimentary education to the indigenous population in the country.

A number of factors were responsible for retarding the development of community-based activities and for constraining the growth of NGOs in the northern regions. The South African occupation forces, in particular, actively discouraged the establishment of independent community-based NGOs (both foreign and local) in the belief that they could be mobilized towards resistance by forces sympathetic to SWAPO. In their attempts to implement a program to win the "hearts and minds" of the local population, the SADF established its own community-based structures. These organizations, which were frequently

connected to traditional authority structures and included a few independent churches, derived little popular support and their leaders were generally viewed as collaborators.

The influence of traditional authority structures (even those which did not collaborate with the colonial administration) mitigated against the establishment of community-based NGOs. For many chiefs and headmen, autonomous and democratically elected community organizations posed a threat to their power and influence over local communities. Rural churches, despite the importance of their role in mobilizing rural communities, were not known for their democratic or participatory base. Finally, SWAPO, the dominant political force in most of the north, focused on both military and hierarchical institutions during its war of independence.

2.2 Background to Social Relations and Community Mobilization The national policy of *apartheid* and the war had dramatic impacts on social differentiation, especially between black and white Namibians. The colonial authorities did not attempt to develop state health and education systems for the African population, either during the colonial period or during much of the South African occupation of the country which began in 1915. Therefore, church missions and their activities continued to expand right up to independence, during which time the gap in living standards between the indigenous Namibians and the settlers tended to widen. For example, white per capita income was about forty-five times that of blacks in general, and 145 times that of blacks in the rural north. Not only was participatory action constrained by the lack of community-based organizations and the war, but existing community structures were characteristically marked by considerable gender inequity (see the Gender Analysis), as a consequence of decades of migratory labor. On the other hand, the fact that women were left to manage and feed their households was reason enough for women to seek other means of support, amongst themselves, with the small capital they had. Women in the rural north predominated both in numbers and in terms of their contribution to economic production and social reproduction. Despite their growing responsibilities, the dominant social and political forces in the northern regions tended to be patriarchal in nature, and issues of gender were either subverted to the interests of males, or were subordinated to the broader needs of the struggle for independence.

2.3 Background to NGO evolution

Although some voluntary organizations modeled on exclusively white organizations such as Rotary, Lions Club, etc., existed before amongst the black Namibians, the single most important root of the modern NGO movement is the birth of the political organizations in Namibia in 1957. During the formative years the modern NGO movement was closely aligned with the nationalist movements and their focus was on the struggle for independence and on the structures and programs necessary to reach this goal. The twin themes of community mobilization and organizing became the dominant currencies of the time.

The more militant NGOs, realizing the importance of hitherto ignored communities, began in earnest to mobilize them and deliberately linked community action to the national liberation movement. Many of the leaders in the emerging NGO movement were simultaneously high profile political activists. During the early 1980s spontaneous revolts were organized by the new NGOs against the conditions in the municipal areas. Many spontaneous community-based organizations sprang up to agitate for better living conditions.

Virtually all these new organizations were distinguishable from the older NGOs in a fairly clearcut class-based fashion; they were dominated by urban, educated blacks in leadership positions.

The state was very quick in responding to this new challenge by deploying SADF-engineered organizations, NGOs and pseudo-cultural fronts like EZUVA, NASOK, PROSWA (Namibia Foundation) and ETANGO to counter the growing influence of the NGO/Liberation movement. These new players were extensively used by S.A. to enunciate the policy known as "W H A M", winning the hearts and minds campaign. The government also set up Task force on community development in the former Ministry of Government Affairs to look into how to develop rural areas. However, these initiatives made little impact because of the general hostility to all SADF schemes.

It became apparent that two sets of NGOs were developing on parallel lines - one white and the other black. Invariably the white NGOs were supporters of the status quo and in cases when they were not, they were very patronizing and condescending and only paid lip service to the upliftment of the poor and the marginalized black populace.

It is also apparent that the apartheid approach of Divide and Conquer has left its legacy in the NGO world. NGOs with complementary or competing agendas are not used to collaboration, cooperation, or an environment of trust and transparency. Many of these tensions became apparent during the project design process. The potentially divisive effect of competition for funding has also reared its head. Obtaining budgetary and financial information from NGOs is a very thorny issue and much resistance and suspicion is engendered when this information is requested.

COUNCIL OF CHURCHES IN NAMIBIA AND ITS ROLE IN FORMATION OF MODERN NGO MOVEMENT IN NAMIBIA:

No discussion of NGOs in Namibia would be complete without examining the role played by the CCN during the embryonic state of the NGO movement in Namibia. The Council came into being against the backdrop of the United Nations decision to confer upon SWAPO the status of the sole and authentic representative of the Namibian people and thus by extension all the NGOs associated with SWAPO. The CCN, by virtue of status accorded to it by SWAPO, became the conveyor belt for all foreign funding to NGOs inside Namibia. It would, for example, not approve a project, irrespective of its intrinsic merits, if the members of the requesting NGO were not SWAPO functionaries or members.

The Council also became the determinant of who was the collaborationist NGO to be blacklisted and who, according to the liberation philosophy, was suitable for funding. This policy was carried to its extreme logical conclusion when just before independence almost all foreign donors were requiring CCN endorsement of projects as a prerequisite for funds. It is not clear how helpful this policy was, and it created tension in both CCN member churches and SWAPO when several well-known SWAPO members were expelled for engaging in community organizing without SWAPO and CCN blessing and thus diverging from the straight and narrow road of pure political struggle. Community based work, it was said, could often be reformist, could also objectively entrench the status quo and drain the militancy of the masses.

2.4 Background to the Transformation of Government Structures Government itself has experienced difficulties in its attempts to transform the structures of the former colonial administration into those of an independent state. In its efforts to forge a more ethnically integrated society the Government disbanded the second-tier administrations that existed in the 'ethnic homelands'. In the process, many white officials who ran these administrations were transferred or resigned from the service. The local officials who remained were mostly junior staff with little or no training or administrative acumen or holdovers whose dedication to changed conditions is often questionable. New officials appointed (many of whom are repatriated exiles) frequently have no experience and little knowledge of the areas to which they have been assigned. 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. There is now a time gap before qualified repatriated exiles and others sympathetic to the new order can orient and adapt themselves to the existing administrative environment and to the new needs of the public sector.

The Namibian churches, which constituted the sole NGO community, underwent rapid changes, e.g., Africanization whereby European missionaries were replaced by Africans and as a result many churches became more conscious of services more suited to the needs of the Africans. However, things changed after the advent of S.A. colonialism. The introduction of apartheid in Namibia meant that the simple fact of skin pigmentation dominated every facet of Namibian life. It determine where people lived, what education they got, where they worked, how much they earned, and what rights they got.

Apartheid was also reflected in almost every social index: wages, education, health and housing and it invariably favored whites in the country. Their earning power was enormous compared to that of their black counterparts and the same disparities existed in provision of other basic services.

The single most significant aspect of apartheid in Namibia was the Odendaal Commission and its recommendations. This Commission recommended that Namibia be carved up to create Bantustans - impoverished outlying areas to which indigenous Namibians were banished. The central region, the so-called Police Zone, with significantly higher rainfall, was designated as settler farmland to which the African could only come with a "PASS" and only when working as a laborer. The importance of these regions cannot be overemphasized as most of the post-apartheid development will have to address the chronic and abject poverty situation which is at present prevalent in these communal lands and their societies.

2.4 Government Educational Policy The Government has set about the task of reorganizing the educational system based on the educational rights stated in the Constitution. It is the policy of the MEC to establish networks of cooperation and collaboration. Such networking is to be established or is being nurtured with other government ministries, nongovernmental organizations, government agencies and multi-lateral institutions. The Ministry is establishing lines of cooperation and coordination with, for example, the Ministry of Housing and Local Government in the area of Pre-School Education and Teacher Housing; the Ministry of Labour and Manpower Development in the area of Vocational and Technical Education; Mines and Energy in the field of Research and Technology; Youth and Sport in

the area of School Sports and Life Skills training for school youth; Public Service Commission in the field of Staff Development and Nonformal Education, Ministry of Wildlife, Conservation and Tourism for community-based environmental education, etc. Working contacts have been established with nongovernmental organizations (NGOs) representing teacher unions, private sector, churches and community organizations. At the 1991 Etosha Conference (GRN, 1991), the following sectors were to be given priority: curriculum development, teacher training, leadership and management and administration, support services, finance, community involvement, assessment, medium of instruction, adult and over-age learners, and facilities. For the past two years, however, attention has been focused on the restructuring of the *formal* education system as a first priority, and until 1992 little had been done to focus attention on adult education. However, emphasis is now being given to community involvement in the educational system, something completely lacking in the past (UNICEF, 1991). The MEC's DANFE has a strong mandate to set the National Literacy Program underway. However, this program will focus on only one of the Components deemed necessary for a comprehensive NFE program (adult literacy).

3. PLANNING AND COORDINATION

3.1 Pre-Independence: The colonial period was marked by the extensive fragmentation of Government authority structures, and an almost complete lack of coordination across institutions within and between ethnic administrations. Eleven racially and ethnically poorly administered "second tier" authorities existed. The second tier system was dismantled at Independence, with its functions subsumed under central Government ministries. The dramatic changes in administration since Independence also have led to a gap and often duplication of responsibilities among the various ministries regarding who has what authority.

3.2 National Planning Commission Conflicts of priority and focus have impeded a transitional development plan and development of an agency charged with coordinating Government policy and programs. The National Planning Commission, created to coordinate activities across sectors and ministries, is inexperienced, short-staffed and only two years old. As a result, it has experienced considerable difficulties in coordinating interministerial and intersectoral activities. The expected publication by the National Planning Commission of a transitional development plan in mid-1992, despite a delay of almost one year, represents an important step forward in the rational planning of Government resources. While *ad hoc* interventions by Government and donors will continue to occur, it could no longer represent the *modus operandi* of Government's operations.

Namibia is fortunate to have a government that has a fairly positive attitude towards NGOs and appears to understand the important role they can play in national development. What is, however, required at this juncture is clarification of the government's national development strategy so that the NGO movement can determine its own program with greater certainty and that the authorities in the same vein also update and revise all the laws governing NGO activity and function. At present both the donor community and the NGOs are all working in legal grey areas.

3.3 Private Sector The cornerstone of the development approach is a priority reliance on private sector development, with the intent to avoid the negative distortions of the sector under *apartheid* (e.g., pay differentials due to race, lack of emphasis on development of the

informal sector, etc.). Private sector priorities include mechanisms to support export-orientated manufacturing enterprises (e.g., export processing zones), support for informal sector development, opening up business opportunities in the populous north, and a review of Government regulations which hinder private sector development. In addition to private sector development, sectoral priorities included agriculture and rural development, education and training, health and housing.

3.4 Inter-Ministerial Coordination. Inter-ministerial coordination remains an important stated goal for Government. It is particularly important for effective decentralization, as many district and national decisions will be based on inter-sectoral inputs. At the policy level, there are a number of inter-ministerial committees involving a Permanent Secretary or higher level representation.

Inter-ministerial coordination is hampered by four factors:

- o the continued need for ministries to consolidate power internally (i.e., intra-ministerial coordination);
- o the need for ministries to establish their relative power;
- o lack of clearly defined lines of responsibility and authority across ministries;
- o shortages of human resources in general and skilled human resources in particular.

4. NON-GOVERNMENTAL ORGANIZATIONS.

NGO involvement is viewed by Government and activists as necessary to support the Government in encouraging development in the regions and to empower local communities and strengthen popular participation in decision-making processes at both local and national levels.

Types A recent review of NGOs in Namibia listed 135 international, national or local organizations resident in Namibia. These ranged from issue-specific NGOs (e.g., Namibian Association of the Deaf), to 'trade' associations (e.g., Namibian National Chamber of Commerce and Industry, Namibian Eagle Traditional Healers Association), to training and development organizations (e.g., Rossing Foundation, National Job Creation Service, Namibian Development Trust). NGOs are divided into international organizations (such as World University Service, Worldteach, and Oxfam), indigenous national organizations (Namibia Development Trust and Council of Churches of Namibia, etc.), and local organizations (i.e., smaller NGOs with a single-community based focus). While the objectives and modes of operation of these different categories sometimes differ, they are all generally oriented towards community mobilization.

The first major studies published by UNDP in 1989 and 1990 and by UNIN in 1986 contain several chapters on community development with reference to the envisaged role of NGOs after independence. The executive summaries contained in these documents give a clear and adequate indication of their main findings, conclusions and recommendations including reasons for the increase in overall number of NGOs and rural based CBOs as was witnessed by the attendance at recent Land Conference. The first reason for the NGO expansion is the widespread belief and perception that the new government would not be able to meet the

basic needs of people in regard to health, housing, food security, education, employment and social security and the community itself would be required to provide some of these services and meet some of these needs.

The second reason is the newly established presence in Namibia of offices representing donor agencies and charitable organizations, including the UN and its specialized agencies. It is widely believed that the current crop of development related organizations will play a crucial role in shaping the country's development future in the early days of the post-independence period. They have become a force to be reckoned with after independence. For this reason the government as well as international aid organizations and donors planning to become involved in the development of Namibia, should take into cognizance the views and experience of the NGOs as they are a repository of local wisdom. However, these NGOs in turn, need to take note of the expected government attitude towards development in general, and they need to work on strategies for survival and collaboration under new post-independence rules. Only if they do this now will they continue to be of relevance in the Namibia of tomorrow.

The NGO community, in spite of its diverse background and origins, must realize that they have entered a new phase. Their roles and responsibilities are different than during colonial times. Previously many NGOs were providers of welfare and relief services but now they should change into facilitators and advocates of local development efforts. They must learn to cooperate, collaborate, and share; transparency in terms of budgets and strategic plans needs to be viewed as a goal rather than something to be avoided.

It would be commendable if the NGO community could reach greater clarity amongst themselves, towards government, and towards the private sector. Sooner or later NGOs must make a serious attempt to improve their effectiveness through networking, information sharing, and formal and informal contact. It is, however, necessary to stress that all the advantages of cooperation can only be realized if there is some broad ideological agreement that can make the numerous community based organizations and projects work together for the common good.

The two umbrella organizations for NGOs in Namibia; the Namibian Association of NGOs (NANGOS) and the Namibia NGO Forum (NANGOF), reflect the divisive politics of the colonial period. NANGOS was established by those representing the former South African government and NANGOF was founded by those "progressive" organizations working for Independence. While there remain some ideological differences (with NANGOS having a more conservative membership), both umbrella organizations reflect community development and conservation objectives; however, at this point NANGOS is inactive.

Project Category During the preparation of the READ Project Design, NGOs were identified, and detailed discussions between these NGOs and the Design Team were held. The NGOs were classified into one of the following three categories: 1) large NGOs; 2) medium-sized NGOs; and 3) small NGOs and community-based organizations. Baseline data and profiles of NGOs should continue to be established and collected throughout the LOP.

4.3 NGO Legal Status A background document prepared for USAID on legal issues and NGOs by Deloitte Pim Golby (January 1992) unfortunately does not shed much light on

important legal issues. The report suggests that NGOs in Namibia can meet some GRN requirements put forth regarding not-for-profit organizations (termed Section 21 Companies), but cannot usually meet others (e.g., limitations on costs other than direct activity costs). One can infer from the report that, with regard to most *technical* legal concerns, NGOs in Namibia face no legal problems because they are properly registered, have access to funding, have the necessary management structures, carry out activities consistent with the objectives of the NGO, have audited accounts, and have accounting systems that are in place. It appears that problems arise with less technical issues (e.g., that administrative costs should comprise less than 25% of the total operating budget) because of the small size of NGOs in Namibia and the small population. Again, unfortunately, the report does not tell us what implications this has for operating NGOs. Clearly, whether NGOs spend more than 25% of their operating budget on administration or not, they continue to function. Based on the limited evidence available, and given Government's expressed interest in working with NGOs, it appears that challenges to the legal status of the NGOs are not, at present, serious concerns.

SUMMARY

The basic premise of the READ Project is that the private sector (NGOs/CBOs) in NFE will be of vital assistance to the GRN now and in the future of Namibia's national development and that they are the most logical, efficient, and culturally sound means to deliver NFE. Specifically, the NGO/CBO community is developing approaches, values, and experience in training Namibians for self-reliance, self-development, community development and socio-economic enrichment for disadvantaged Namibians. The GRN does not have the national capability to undertake the activities of the NGOs/CBOs. Rather, the GRN is encouraging the NGOs/CBOs to continue their self-defined programs.

Thanks to the collaborative design process, the project will be able to work with NGOs and community groups based on their actual capacities, the state of their institutional development and their self-defined mandates. Realizing the crucial importance of capacity building, it was decided that local and national NGO institutional development will figure as an objective and the project was designed accordingly.

NGOs in Namibia need infusions of funds to help develop their institutional capacity, to develop and professionalize staff, and to attract and retain top level Namibian development experts while maintaining grassroots spirit. They need time and funds to develop an institutional vision, goals, and strategies to diversity financial support and to improve their network of contacts within and outside Namibia.

This analysis provides sufficient information regarding constraints to cooperation and collaboration to lead to the suggestion that the READ Project get underway with a Team Building effort that will include all the key actors.

ISSUES

Can implementing authorities meet the obligations they are likely to face under the READ project?

READ Project Design Team assessments indicate that current institutional structures need to

be strengthened in order to deliver NFE resources efficiently. This assessment supports the main thrust of the READ project in capacity-building, focussing most attention on NGOs, but also some attention on strengthening DANFE. The emphasis on institution-building is key to Namibia's development and is central to the success of READ Project-funded activities.

What institutional barriers and strengths will affect the provision of nonformal education in literacy, life, income-generating and nation-building skills?

Namibia consists of two worlds -- the first mainly white and privileged and the mainly impoverished black. The NGO community in this country also reflects that reality to a large extent. The black led NGOs were always strapped for cash whilst the white ones were better equipped and managed. During the colonial era all the NGOs were operating well within their own demarcated zones, however, lately, one tends to notice that the turf lines had become blurred after independence and suddenly the upliftment of the poor and marginalized Namibians has become the subject on the agendas of all the NGOs - white and black.

However, there is a growing cynicism and the belief that the sudden interest in the rural poor stems from ulterior and only sometimes altruistic motives. One factor could be the donor pressure that rural based programs are much more relevant and meaningful to fund as opposed to urban, and the other that some indigenous rural communities are still regarded as exotic and worth preserving for foreigners to wonder and look at. The case in point here are the Bushman and the Himba communities.

How can the USAID encourage the white led or dominated NGOs to become more relevant to their newly found clientele and constituency on whose behalf they are now seriously campaigning for funds?

The following actions could be considered:

- to encourage these NGOs to identify and work with indigenous NGOs/CBOs, support their structures and promote local control;
- to encourage white led NGOs to accept black CBOs/NGOs as equal partners in development efforts;
- to encourage them to promote indigenous Namibians in positions of authority; and
- to encourage these NGOs to promote more local level consultation.

Literacy: In MEC, mechanisms for implementing the literacy program are just being put into place. Design Team field visits suggest that the program is off to a good start, and demand for literacy is sufficient to support expansion of the program. There is a clear need to support institutional strengthening of DANFE through staff development, concentrating on in-service training. In addition, this should be monitored regarding enrollment, attendance, institutions, materials and other indicators reflecting the effectiveness and efficiency of the project.

While NGOs will continue to offer classes in literacy, there is a strong need for coordination of these activities to avoid redundancies, blend successful activities and to overcome NGO suspicions of Government. MEC expressly supports coordination of literacy activities with NGOs, especially through the provision of materials.

Life Skills: Life skills curricula are currently being developed for the formal and non-formal educational systems, but are quite limited at present. The Ministry of Health and Social Services has been active in this non-formal education effort as it relates to health issues, through the Department of Primary Health Care, but links with other institutions delivering non-formal education services remain inadequate. In the case of other life skills, such as assistance to exercise legal rights, consumer rights, citizen rights, etc., Government has created an Office of the Ombudsman, while a number of NGOs such as the Legal Assistance Centre also support life skills development and dissemination. Community-based organizations are also being formed to fight social ills, such as rape, child abuse, and alcohol abuse through support and coping programs; this is not a high Project priority. Nevertheless, the Project PVO and the Steering Committee will consider this area as it dovetails with other target skills area.

Nation-Building: Post-Independence Namibia is clearly democratic. Political tolerance, the existence of a free press, and implementation of government policies and programs designed to treat groups equally are examples of this ambience. The few NGOs active in the area of nation-building, including the Namibia Institute for Democracy, Legal Assistance Centre, the Namibia Foundation, and Namibian Nationhood Program Coordinating Committee will require institutional support in order to implement nation-building projects. Care must be taken to avoid overtly political organizations in the area of nation-building, if the Project is to be seen as standing outside of politics.

Community participation in the development of their own communities and of the nation is central to government policies in all sectors. Such participation is key to the success of non-formal education programs and this project. Unfortunately, the country has a long history of a complete lack of community participation in development, corrupt service delivery structures, and stark differences between communities. Therefore, the READ Project Steering Committee will place emphasis on evaluating the nature, leadership, and membership of potential beneficiary NGOs before committing funds. The READ project will fund and support efforts to improve community participation in service delivery.

ANNEX K

ADMINISTRATIVE ANALYSIS

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ANNEX K

ADMINISTRATIVE ANALYSIS

Introduction

The Project is administratively feasible because the major project elements are in place. In addition, the Project was gradually developed for 10 months prior to the arrival of the Project Design Team and the design was a collaborative process.

The principal Actors:

The participatory process began with the Project Identification Document (PID) phase in August 1991, which included representatives of Namibian NGO/CBOs, American and International expert consultants, and staff of the MEC/DANFE. Once the go-ahead was given in January 1992, the design process got underway with formation of a READ Project committee. Involving the intended project partners in the design was the operative mode and was selected because it favors a common understanding and agreement among key players as to the objectives, approaches, roles and expected outputs of the projects.

The Under Secretary of the MEC/DANFE served as Chairman of the PP Committee and technical expertise was provided by other members of that department. Representatives of large, medium and small NGOs participated on the PP Committee, as well as a representative of the NPC. USAID staff participated in the design as well as a team of technical experts in the areas of economic analysis, NFE, NGO/CBOs, and adult education. The NGOs, including the Rossing Foundation, have been closely involved in the process of developing the Project components and will actively participate in selecting the Steering Committee to oversee the project's implementation.

Most of the Committee members will indeed become the principal implementers of the READ Project. The only new actor will be the PVO, who will be competitively selected after responding to the Invitation for Application.

Administrative Plan

The administrative plan is an NGO/MEC/USAID collaborative approach to deliver a non-formal education program to help improve the level of literacy and quality of life of Namibia's disadvantaged black population. The Project will comprise four components: capacity-building; delivery of skills training, development of new methodologies and outreach and information sharing.

The Project will operate under a USAID-funded Grant Agreement for \$13.5 million with the Government of the Republic of Namibia.

The Projects contains the following assistance components:

- Cooperative Agreement with a US PVO
- One Cooperative Agreement with the Rossing Foundation for environmental education
- NGO capacity building sub-grants through the PVO.
- sub-grants to NGOs for delivery of training in the areas of literacy, numeracy, income generation and life skills (including environmental awareness), and nation building.
- sub-grants to NGOs for improvements in institutional technology and methodology;
- sub-grants to NGOs for outreach and information sharing.

The estimated budgets for each component were derived by evaluating relevant factors, such as: a) the nature and financial value of proposals possessing merit at face value, received by USAID/Namibia during Project design; b) assessments by other donors and the MEC/DANFE of the different components' relative importance in a strategy of NGO delivery of non-formal education; c) the knowledge and experience of the design team with similar non-formal education interventions elsewhere in Africa and the developing world; and d) the relative strengths/weaknesses of existing institutions and programs operating in each component area.

Project Management

USAID/Namibia will be responsible for the overall management of the Project through the Human and Natural Resources Officer. A Personal Services Contractor (PSC) will manage the project for the Mission and will report to the HNRO. The PSC will coordinate the project activities of the US PVO and the Rossing Foundation. In addition, the PSC will coordinate special Mission project activities such as the external evaluations, audit, networking activities, study tour and participant training. The US PSC will be assisted by a Namibian project specialist and a project accountant.

The US PVO, with the collaboration of the Project Steering Committee, will administer the major elements of the Project. The PVO will report to the HNRDO and the US PSC.

The US PVO grant will contain funds for subgrants. The Steering Committee will approve all NGO subgrant proposals above \$100,000. Proposals not exceeding \$100,000 may be approved directly by the PVO.

Approved proposals will be funded to NGOs as quickly as possible by subgrants. During the LOP, the majority of the projects approved will focus on the delivery of training literacy, life skills, nation-building and income generation skills. A smaller portion of Project funds will be expended on capacity-building activities. In addition, Project funds will support research; appropriate methodology development; and outreach and information-sharing.

Grant to the Rossing Foundation

The Project will enter into one cooperative agreement with the Rossing Foundation. The Foundation will receive a grant to implement Environmental Education subcomponent within Project guidelines at its various sites throughout Namibia. The Foundation will report to the HNRO through the US PSC on all Project-related activities.

Peace Corps Volunteer Component

A project Peace Corps Volunteer Component of 10 volunteers will assist the Project by working with NGOs through the Ministry of Youth and Sport. They will monitor activities, provide technical assistance to NGOs and resolving on-site problems as they arise.

Networking

The PSC will also establish a network with other donors, or groups or umbrella organizations related to READ activities, including the USAID-funded Life Project.

MEC, Department of Adult and Non-Formal Education

The Ministry of Education's Department of Adult and Non-Formal Education (DANFE) will provide literacy instructional materials to NGOs and its own staff. It has already developed a trained corps of District Literacy Officers (DLOs) and a more recently trained Corps of Literacy Promoters. DANFE will also present a limited number of project proposals for capacity-building and delivery services. DANFE will coordinate its activities with the PSC and PVO/SC. As needed from time to time, DANFE will request funding from the READ Project for the production and dissemination of instructional materials.

ANNEX L

PROFILES OF PROJECT PROPOSALS

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ILLUSTRATIVE PROFILES

These 21 Profiles give examples of possible project sub-grants or participant training that could be undertaken by NGOs and the Ministry of Education & Culture/DANFE. They are strictly illustrative and do not necessarily constitute real project proposals, except for the MEC/DANFE plans outlined in profiles 18, 19, and 20.

The first two years of READ Project operations show possible sub-grants to NGOs between \$15,000 and \$140,000. Five years of sub-grants and technical assistance for NGOs are estimated in Profiles 4, 12, 15, and 17 to total \$4.5 million as follows:

Profile 4	Capacity Building	\$1,044,000
12	NFE Delivery	2,083,900
15	New Methodologies	652,500
17	Outreach	724,500
	Total	\$4,504,900

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**ILLUSTRATIVE EXAMPLES OF SUB-GRANTS AND TECHNICAL ASSISTANCE
TO NGOS AND MEC/DANFE**

PR OF IL E	ORGANIZATION	NAME OF PROJECT	DURATION	COMPO NENT	AMOUNT US\$
1	Council of Churches of Namibia (CCN)	English Literacy Trg	1.5 yrs	A	36,680
2	Private Sector Foundation (PSF)	Institutional Strengthening	2 yrs	A	20,741
3	Council of Churches of Namibia (CCN)	Program Redirection in NFE	8 mo.	A	25,189
4	NGOs/CBOs	Capacity Building	5 yrs FY94-98	A	1,044,000
5	The University Centre for Studies in Namibia (TUCSIN)	Environmental Awareness and Life Skills Training	1 yr	B	58,000
6	U-DO TRUST	Life Skills Training	1 yr	B	95,269
7	Legal Assistance Centre	Legal Education Project	1 yr	B	21,481
8	Complementary Learning Centre	Parent Enrichment Training	2 yrs	B	35,742
9	Institute for Management and Leadership Training	Bookkeeping for Rural Enterprises	LOP	B	71,712
10	Namibia Institute for Democracy	Facilitator Training in Democratic Literacy	1 yr	B	78,926

11	Ongcorero Women's Cooperative	Business Literacy Training	1 yr	B	15,000
12	NGOs/CBOs	NFE Delivery of Services	5 yrs (FY94-98)	B	2,083,900
13	Popular Theatre Group	Popular Theatre Training	10 mo.	C	20,741
14	Namibian Clay House Development Project	Clay House Training	2 yrs	C	139,259
15	NGOs/CBOs	New Methodologies	5 yrs (FY94-98)	C	652,500
16	The University Centre for Studies in Namibia	Training in Negotiation	2 yrs	D	20,744
17	NGOs/CBOs	Outreach and Conferencing	5 yrs (FY94-98)	D	724,500
18	Ministry of Education/DANFE	Capacity Building	3 yrs (FY93-96)	A	300,000
19	Ministry of Education/DANFE	NFE Delivery	LOP	B	267,652
20	Ministry of Education/DANFE	Study Tours	4 yrs	C	80,000
21	PVO	Technical Assistance	LOP	D	336,000

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R.E.A.D. ILLUSTRATIVE PROJECT PROFILES

Profile No. 1

1. SUMMARY DATA

Recipient Organization:	Council of Churches of Namibia (CCN)
Title of Project:	English Literacy Training
Component:	A
Project Location(s):	Ovambo
Project Cost:	\$36,680
Project Duration:	One and one half years

2. DESCRIPTION OF ORGANIZATION See Profile #2

3. BASIC PROBLEM TO BE ADDRESSED English language is the new official language of Namibia; yet many rural and urban groups do not have access to learning it outside of the school system. Therefore, many able people are lacking self-esteem or self-reliance because they can communicate in the English language.

4. PROJECT OBJECTIVES To empower school drop-outs and adults of the Ongwediva and other northern parts of Ovambo to improve their self-confidence and opportunities for employment by teaching them communicative English along with life skills.

5. PROJECT DESCRIPTION Through the Teachers Resource and Training Centre at Ongwediva, Ovambo, the project would cover a 18-month period divided into six and twelve months of language courses; the first six months training 10 group leaders in methods of teaching adults English and life skills; the next 12 months would conduct needs assessments amongst adult students, teach a 10 month course for 2 1/2 hours/days for 4 days a week, and conduct follow-up of students' success. Each of the 10 group leaders will teach 16 adults, for a total of 160 adults.

5.1 Types of Participants who will benefit: Employed and unemployed young adults who have little or no educational background, and few opportunities to better their life skills.

5.2 Resources to be used/shared (Trainers, Equipment, etc.) Use of the existing CCN Teachers Resource Centre and facilities, and Project coordinator already stationed there.

5.3 Training Methodology to be Used/Types of Curriculum Classroom; topics about life skills taught through medium of English. Curriculum not stated.

5.4 Activity Schedule (18 Months)

Profile 1

- 1 month Conduct needs assessment and problems analysis in area to determine what people want to learn.
- 5 months Interview and select 10 group leaders; train them to teach English.
- 1 month Select and buy materials; develop teaching plan.
- 10 months Initial course for 160 adult students.
- 1 month Project evaluation and follow-up.

5.5 Management and Implementation Arrangements The CCN Project Coordinator at the TRTC, the group leaders, and the CCN headquarters manages the project. The Coordinator is responsible for implementation.

5.6 Monitoring and Evaluation Arrangement Through attendance and regular meetings with group leaders.

5.7 Anticipated Outcomes 160 students will be able to read and write basic English, have acquired life skills for applying for a job or better household management, and be able to find employment or self-employment which demands English language skills. 10 group leaders will be able to teach adults effectively both communicative English and life skills, and be able to train other leaders to teach similar courses in other parts of Ovambo.

6. PROJECT CONFORMITY TO READ CRITERIA The project would build CCN's capacity in northern parts of the country to teach English to the less advantaged employed and unemployed young adults. Through English teaching, life skills would be taught to make students more knowledgeable citizens able to cope with their environments better.

7. BASIC ASSUMPTIONS There are young adults demanding English language skills; they are willing to spend the necessary time after their work hours to participate in the course. Life Skills is also a knowledge area which adults in Ovambo seek to learn.

R.E.A.D. ILLUSTRATIVE PROJECT PROFILES

Profile No. 2

1. SUMMARY DATA

Recipient Organization:	Private Sector Foundation
Title of Project:	Institutional Strengthening
Component:	A
Project Location(s):	Ondangwa, Rundu, Katima Mulilo, Opuwo, King Kalauma
Project Cost:	\$20,741
Project Duration:	Two years (1994-95)

2. DESCRIPTION OF ORGANIZATION PSF provides training in the promotion of business literacy, organizational development, and NGO management pertaining to men and women's groups. It helps to prepare program proposals and strategies to deliver NFE services to rural farmworkers, returnees, and church-sponsored groups. PSF promotes improved literacy in life skills and household economy among women groups.

3. BASIC PROBLEM TO BE ADDRESSED Several NGOs operating in northern Namibia and other smaller, less well defined organizational groups are attempting to assist women entrepreneurial groups, farmers, returnees being settled through the Ministry of Lands and Resettlement, and the Handicapped war victims, to find viable alternatives to their self-development. Groups want to improve their English language and local language literacy, business literacy, life skills, better farming techniques, and their access to developing economically viable trades.

4. PROJECT OBJECTIVES To strengthen the capacity of existing NGOs and less organized groups to develop organizational objectives and needs assessments, and to plan long-range programs and budgets aimed at self-sustaining activities.

5. PROJECT DESCRIPTION A series of training events, workshops, and conferences will be conducted with NGOs in above target areas in community mobilization and support, formation of organizational objectives and plans, and how to develop managerial competencies to deliver NFE skills through literacy, problem-solving techniques and technical training.

5.1 Types of Participants who will benefit: NGO groups in rural areas.

5.2 Resources to be used/shared (Trainers, Equipment, etc.)

Profile 2

- 1) External Trainer to work with existing PSF Trainer to strengthen participatory training skills of PSF;
- 2) A series of workshops with DAPP, Development Brigades, ELCIN, and 3 Women's Cooperatives in:
 - survey of needs
 - participatory needs assessment with needy groups
 - strategies to integrate GRN and NLP Literacy programs into existing programs
 - techniques of raising seed capital
 - organizational marketing strategies
 - proposal writing and program planning
 - identifying economically viable project strategies
 - techniques of evaluating needs and program activities
 - ways to coordinate efforts with GRN resources and other NGOs in the area.

5.3 Training Methodology to be Used/Types of Curriculum Participatory, on-the-job, activity-based workshops.

5.4 Activity Schedule 10 workshops to be conducted over a two year period.

5.5 Management and Implementation Arrangements PSF will use existing staff and contract out for expertise to carry out the workshops. The participating NGOs will organize the venue for training workshops and will conduct follow-through activities.

5.6 Monitoring and Evaluation Arrangement READ Staff and PSF Staff will carry out periodic evaluations. PSF will present quarterly reports based on periodic reports from their beneficiary NGOs about activities and outcomes experienced Workshops will have follow-up evaluations about the impact of skills learned.

5.7 Anticipated Outcomes NGO and group participants will have produced 6 needs assessment surveys with their constituents, 10 project plans for implementation. Six programs in literacy and technical skill training will have been developed. Four principle NGOs will have developed the capacity to propose plans over the long-term to sustain themselves through local and entrepreneurial assistance. Approximately 20 members of the NGOs will have developed managerial skills to run programs affecting some 2000 constituents.

6. PROJECT CONFORMITY TO READ CRITERIA

PSF is a service organization which aims to strengthen capacity of other smaller CBOs and larger NGOs to deliver NFE and support services to their constituencies. The NGOs and smaller groups in the North fit the criteria for assistance since they are composed of several needy groups identified in the READ PP.

Profile 2

7. BASIC ASSUMPTIONS Women's groups request help otherwise not available in the local area to meet their entrepreneurial and life-coping needs, and they must build up their own capacity to meet these needs. NGOs presently operating in Namibia are effective vehicles through which to reach these above groups with NFE services.

R.E.A.D. ILLUSTRATIVE PROJECT PROFILES

Profile No. 3

1. SUMMARY DATA

Recipient Organization:	Council of Churches of Namibia
Title of Project:	Program Redirection in NFE
Component:	A
Project Location(s):	Katutura Headquarters; 4 regional centers
Project Cost:	\$25,189
Project Duration:	8 months (FY 1994)

2. DESCRIPTION OF ORGANIZATION CCN is an umbrella NGO for member churches in Namibia to coordinate their activities and facilitate the development of community projects and education throughout Namibia.

3. BASIC PROBLEM TO BE ADDRESSED CCN is presently redirecting its program activities in view of recent donor reductions and requires new organizational strategies aimed at more sustainable programming. Staff require training to do this reorganization.

4. PROJECT OBJECTIVES This project aims to strengthen CCN's abilities to develop community education and NFE schemes and to coordinate such efforts through its member churches in Namibia.

5. PROJECT DESCRIPTION The project will upgrade staff in administrative and management skills, and financial accountancy, train staff in NFE programming with community groups, and in the delivery of literacy instruction.

5.1 Types of Participants who will benefit: Staff at Headquarters and in four regional centers.

5.2 Resources to be used/shared (Trainers, Equipment, etc.) Technical assistance from other local NGOs; use of CCN facilities.

5.3 Training Methodology to be Used/Types of Curriculum: participatory, on-the-job application, manuals, and other learning materials.

5.4 Activity Schedule During an 8 month period starting FY 1994

5.5 Management and Implementation Arrangements Three trainers contracted from other NGOs (eg Private Sector Foundation) will manage this component through READ PVO.

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Profile 3

5.6 Monitoring and Evaluation Arrangement By READ Staff and contracted NGO Trainers; by CCN staff themselves and participant feedback.

5.7 Anticipated Outcomes 6 workshops will have been held in Windhoek and in three regions in capacity building strategies. 12 Managers of CCN member church programs will be better equipped to conduct needs assessments and plan programs locally. 8 Managers at CCN Headquarters will be able to redirect, administer, and financially account for new programs of NFE delivery. Five programs will have been designed over the 8 month period.

6. PROJECT CONFORMITY TO READ CRITERIA CCN has a clear need for capacity building and training in administrative change, budgeting, planning, and proposal development. The CCN aims to assist READ disadvantaged target groups.

7. BASIC ASSUMPTIONS CCN needs assistance at this time of transition and funding reduction. CCN wants to improve its NFE delivery and efficiency in programming.

R.E.A.D. ILLUSTRATIVE PROJECT PROFILES

Profile No. 4

1. SUMMARY DATA

Recipient Organization:	Smaller NGOs/CBOs
Title of Project:	Capacity Building
Component:	A
Project Location(s):	Throughout Namibia
Project Cost:	\$1,044,000
Project Duration:	Five years (FY 1994-98)

2. DESCRIPTION OF ORGANIZATION Small and medium-sized NGOs and CBOs in Namibia that require assistance in developing their organizations planning, reporting, and operational functions.

3. BASIC PROBLEM TO BE ADDRESSED Due to the long period of isolation and lack of administrative capacity and requirements for accountability prior to independence, many NGOs are administratively weak. These historical problems, combined with financial and personnel problems since independence severely constrain the capacity of NGOs and CBOs.

4. PROJECT OBJECTIVES To strengthen smaller NGOs and CBOs to increase efficiency in delivery of NFE services; Provide staff development services and increase participation of black Namibians in leadership roles in NGOs; Increase the number and range of NGO and CBO organizations eligible for READ sub-grants; Increase local participation in articulation of needs and influencing delivery of NFE services.

5. PROJECT DESCRIPTION Funds will be dispersed to provide training and technical assistance, and to develop materials and offer other supports, such as equipment, facilities, salary support, consumables, etc. as required. Capacity will be strengthened in areas of needs assessment, planning, administration, financial administration, accounting, proposal development, report writing, and monitoring and evaluation. Mechanisms will include training courses, in-house technical assistance and training, and in some cases study tours in other African countries will be supported.

5.1 Types of Participants who will benefit: Managers and project implementers of NGOs.

5.2 Resources to be used/shared (Trainers, Equipment, etc.) Other NGOs with expertise; local and foreign trainers and technical assistance. NGO facilities.

5.3 Training Methodology to be Used/Types of Curriculum Hands-on workshops, applied problem-solving through practice; manuals and NGO-developed materials.

5.4 Activity Schedule Approx. 3-4 small grants (R 50,000) per year to NGOs;
approx. 8-12 small grants (R 15,000) per year to smaller NGOs/CBOs;
approx. 10-15 small grants or contracts to service-providers (larger NGOs, University, consultants, contractors) to provide technical assistance and training services.

Support for study tours and training in African region.

5.5 Management and Implementation Arrangements All sub-grants and contracts will be placed and managed by the US PVO.

5.6 Monitoring and Evaluation Arrangement Activities will be monitored through periodic reports, site visits by PVO staff, participant evaluation forms, periodic surveys of participating organizations, analyses of the composition and staffing of NGO and CBO organizations and staffing pattern changes over time, the quality of accounts, grant proposals, and other documents.

5.7 Anticipated Outcomes

Increased capacity in 20 to 30 NGO and CBOs.

Increased participation by smaller organizations in READ.

Increased participation of black Namibians in positions of leadership in NGOs.

6. PROJECT CONFORMITY TO READ CRITERIA Sub-grant making will be conducted by the US PVO who will report to USAID and the READ Steering Committee on activities on a regular basis.

7. BASIC ASSUMPTIONS NGOs will be willing to redirect their efforts to become more efficient and responsive to community needs. Required training capacity and technical assistance resources exist in Namibia to provide most of these required services. NGOs which have been historically led by whites will be open to affirmative action in recruitment and promotion of staff, and that genuine progress can be made toward integrating black Namibians into leadership positions.

R.E.A.D. ILLUSTRATIVE PROJECT PROFILES

Profile No. 5

1. SUMMARY DATA

Recipient Organization:	The University Centre for Studies in Namibia (TUCSIN)
Title of Project:	Environmental Awareness and Life Skills Training at Rehoboth Museum
Component:	B
Project location:	Rehoboth
Project Cost:	\$58,000
Project Duration:	1 year FY 1994

2. DESCRIPTION OF ORGANIZATION: The University Centre for Studies in Namibia (TUCSIN) is a Non Government Organization established in 1978 to prepare Namibians for University entrance. It is committed to supporting academic education among Namibians and the development of Namibia. The Rehoboth Museum is one of the projects that was initiated in 1982 and is now running semi-autonomously in the town of Rehoboth. It is acting as a branch for TUCSIN for the implementation of such projects as the TUCSIN Enrichment Program, the Scholarship Project, and other new projects.

3. BASIC PROBLEM TO BE ADDRESSED: The Rehoboth Museum is aimed at raising environmental awareness by initiating the use of fuel efficient stoves by initiating activities aimed at making the school going population more aware of environmental factors. It has initiated a mobile museum service catering to approximately 30 communities in the vicinity of the town of Rehoboth. The Museum is also providing life skills education by raising the self awareness of the population, i.e. trying to create a positive self image. It does this by setting up exhibits on a variety of themes and issues for visitors to come and look at. Visitors can identify with the information provided and make use of the opportunities that are made available at or through the Museum.

4. PROJECT OBJECTIVES: The Project aims at improving the quality of life of the rural population in the vicinity of Rehoboth. The capacity of the Museum should be enlarged, i.e. capacity building in order to increase the Museum's capability to conduct programs and to coordinate resources in the area. It aims at enabling the local population to develop environmental solutions and create income opportunities.

5. PROJECT DESCRIPTION: A competent qualified officer is to be appointed who will coordinate the many projects and activities that have been generated at the Rehoboth Museum so far. They consist of maintaining the exhibits and making sure that the information offered on the possibilities available to the local population be kept up to date. The propagation of fuel efficient stoves is one concrete project that has been initiated and is in danger of being terminated because the volunteers who initiated it are leaving. Another project consists of activities designed for visitors visiting the museum to make them aware of environmental problems, and of ways and means of finding solutions to them. Here, for instance, a committee that was also initiated by past volunteers, has to be convened regularly

Profile 5

and the decisions taken have to implemented. This will entail training leaders in the rural communities to keep in touch with the museum. This can be done by operating a mobile museum service which the person just mentioned should be responsible for. Students and community leaders can assist but have to be organized and managed. Other projects that should be coordinated are the TUCSIN Enrichment Program to which modules could be added for other persons who wish to profit from the training offered to high school students presently.

5.1 Types of Participants who will benefit: The entire rural community in the area of Rehoboth. More specifically, there are about 28 schools in places up to 100 kms from Rehoboth.

5.2 Resources to be Used/Shared (Trainers, Equipment, etc.): Resources at the museum have just been enlarged and are available for using here. Training sessions could be held, and if much needed equipment could be provided, this obviously could also be used.

5.3 Training Methodology to be Used/ Types of Curriculum: The training methodology would largely be one of participant observation supported here and there by some formal training sessions which the mentioned person could implement. There are curricula available from TUCSIN and the Museum has developed a number of materials which could also be used for training interested groups, for instance, the "Grow" Project.

5.4 Activity Schedule: The mentioned officer should be at the Museum throughout and is responsible for a year planner which would highlight events, such as demonstrations, exhibits, and activities regularly planned for Independence Day on 21 March, a similar program for World Environment Day on 5 June; the annual Rehoboth Museum seminar at the beginning of August here in the past. Two to three day workshops have been held to inform people about important issues. Finally, the anniversary of the Museum has often taken the shape of activities in which the whole community participated, such as starting the building of the new museum.

5.5 Management and Implementation Arrangements. The museum is managed by the Board of Curators and is accountable to the TUCSIN Board. The leader of the project, the mentioned officer, must report regularly to the Director of the Museum and to the museum Board of Curators. Monthly reports are a requirement.

5.6 Monitoring and Evaluation Arrangements: The project will be monitored through regular written reporting and demonstrations of progress at least four times a year.

5.7 Anticipated Outcomes: Ongoing projects which should be initiated in centres outside of Rehoboth on the model demonstrated at the museum itself.

6.0 PROJECT CONFORMITY TO READ CRITERIA: Life Skills and environmental awareness-raising conforms to READ objectives.

7.0 BASIC ASSUMPTIONS: The basic assumption for this proposal is that the work so far done by TUCSIN and particularly at the Rehoboth Museum is worthwhile, and that it supports a need of the communities, and that these efforts, which have been going on for almost a decade, are worth supporting. It is assumed that no new projects need to be generated to qualify for support but that the ongoing projects that have proved successful will be considered worthy for enlarging and consolidating.

R.E.A.D. ILLUSTRATIVE PROJECT PROFILES

Profile No. 6

1. SUMMARY DATA

Recipient Organization:	U-DO TRUST
Title of Project:	U-DO TRUST Training Programme
Component:	B (life skills/income skills)
Project Location(s):	Windhoek, Katatura; rural areas: Aras, Nawas; viz Gobabis, Otjiwarongo, Aroab, Leonard Ville and Otavi
Project Cost:	\$96,269
Project Duration:	During 1993

2. DESCRIPTION OF ORGANIZATION U-DO TRUST was established in Katatura to serve about 60% of the disadvantaged female population in the country by developing income generation outlets for them. The establishment of rural centers was mostly due to the initiatives of the Farmer's wives who would contact the U-DO Trust in Windhoek. The TRUST aims to educate unemployed, unskilled, illiterate rural and urban women, to raise their productivity skills, and to promote their overall advancement.

3. BASIC PROBLEM TO BE ADDRESSED Women in Namibia have not been able to fully participate in the economic development of the country despite the fact that they have untapped potential to contribute effectively within their communities. Their needs are mainly economic and social to address their family household management problems.

4. PROJECT OBJECTIVES The Project aims to provide income generating skills to the disadvantaged rural and urban women in order to enable women to take charge of their own lives.

5. PROJECT DESCRIPTION U-DO TRUST staff members and twelve coordinators in each rural area will conduct training at rural centres already established. The training will consist of 6 months of applied skill training in needlework, domestic training, English language, and other life skills.

5.1 Types of Participants who will benefit: 500 disadvantaged women in rural areas.

5.2 Resources to be used/shared (Trainers, Equipment, etc.) TRUST staff, area coordinators, and other women with particular skills.

5.3 Training Methodology to be Used/Types of Curriculum Participatory and on-the-job training practicals; TVs, Video machines, flip charts, and blackboards.

5.4 Activity Schedule Training sessions may last between 10 days to 6 months depending on the subject.

5.5 Management and Implementation Arrangements The TRUST will manage the project through its 10 regional coordinators.

5.6 Monitoring and Evaluation Arrangement Practical and theoretical tests will be used to determine the performance of trainees, for instance, abilities to understand costing procedures, the ability to bargain, money management, and self-reliance concepts will be evaluated.

5.7 Anticipated Outcomes Approximately 500 disadvantaged women will be trained and empowered to seek alternatives to generating income for themselves and households.

6. PROJECT CONFORMITY TO READ CRITERIA The TRUST is a training center that offers skills training for women in income-generating and life skills.

7. BASIC ASSUMPTIONS The benefit of enabling Namibian women to develop and distribute their wealth within their communities and the country, and manage their own enterprises is key to women's economic and social enhancement.

R.E.A.D. ILLUSTRATIVE PROJECT PROFILES

Profile No. 7

1. SUMMARY DATA

Recipient Organization:	Legal Assistance Centre
Title of Project:	Legal Education Project
Component:	B - NFE Delivery
Project Location(s):	Windhoek, Ongwediva, Rundu, Keetmanshoop, Tsumeb, Walvis Bay
Project Cost:	\$21,481
Project Duration:	1 year (March 1993-94)

2. DESCRIPTION OF ORGANIZATION LAC provides legal assistance and legal education services to individuals or communities who would otherwise not be able to afford it.

3. BASIC PROBLEM TO BE ADDRESSED National programs for both the youth and adults to inform them about their rights are generally lacking. Nor do many individuals and groups in the rural areas have any access to information about legal and human rights, or about the new system of governance in the country.

4. PROJECT OBJECTIVES To provide people with a practical legal knowledge and empower them to become more self-reliant when faced with day to day legal issues. This will be accomplished through a series of training programs aimed at empowering and creating awareness of legal and human rights issues.

5. PROJECT DESCRIPTION The LAC will conduct workshops, seminars, and other training events as well as produce materials for the purpose of Legal Education. It will also collaborate in research on issues of human rights. Training events will be held for staff of key NGOs and smaller NGO groups to equip them with knowledge, materials, and strategies for carrying out education messages within their constituencies.

5.1 Types of Participants who will benefit: Rural and urban adults and youth in five areas of the country.

5.2 Resources to be used/shared (Trainers, Equipment, etc.) LAC Staff, other technical assistance. Workshops with NGOs on methodology concerning human rights; collaboration in research issues pertaining to law reforms; training literacy officers on methodology and dissemination of information; production of materials by trainees and trainers.

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5.3 Training Methodology to be Used/Types of Curriculum Participatory, hand-on workshops, legal literacy manuals and methods.

5.4 Activity Schedule The Project will carry out workshops with Literacy Officers, volunteers, and NGO staff resulting in the publication of educational materials.

5.5 Management and Implementation Arrangements A National coordination together with the Director of LAC will manage and implement the project. Regional coordinators will also manage sub-components.

5.6 Monitoring and Evaluation Arrangement Through learning groups, regional coordinators, READ PVO evaluations, and LAC direction.

5.7 Anticipated Outcomes Materials reinforcing self-reliance in handling human and legal rights issues; publication of a Paralegal Training Manual and Family Law Booklets. Literacy Officers and NGO managers will be better equipped to teach legal and human rights issues. Citizens will better understand the concepts of participatory democracy and the Namibian Constitution.

6. PROJECT CONFORMITY TO READ CRITERIA The Project is directed towards nation-building and self-reliance by having more citizens understand their rights and the new system of governance in the country.

7. BASIC ASSUMPTIONS Awareness about rights offers better protection against abuse. Financial assistance for the production of materials and running of workshops will reach a wider cross-section of the population.

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R.E.A.D. ILLUSTRATIVE PROJECT PROFILES

Profile No. 8

1. SUMMARY DATA

Recipient Organization:	Complementary Learning Centre
Title of Project:	Parent Enrichment Training in Life Skills
Component:	B - NFE Delivery
Project Location(s):	Keetmanshoop
Project Cost:	\$35,742
Project Duration:	Two years

2. DESCRIPTION OF ORGANIZATION The CLC provides learning opportunities to adults and out-of-school youth to continue their education and skill development, and to complement formal educational activities in the areas, particularly for the less advantaged populations.

3. BASIC PROBLEM TO BE ADDRESSED The past educational system under apartheid caused a "brain drain" of professionals from the South, leaving the South with fewer skilled people and stagnant development. The system left poor relationships between parents and students and a poor self-image of parents as members of the community.

4. PROJECT OBJECTIVES To deliver training and educational workshops to parents of school children that will enable parents to enrich their lives and develop life-coping skills to better manage their households.

5. PROJECT DESCRIPTION The project will provide workshops for adults and parents wanting more stimulation, knowledge and skills to share with their children and community. The centre will provide a venue and materials such as English and local literacy manuals.

5.1 Types of Participants who will benefit: Adults in Keetmanshoop area who do not have adequate schooling or training in how to better manage their lives and family health.

5.2 Resources to be used/shared (Trainers, Equipment, etc.) The Learning Centre and available trained staff.

5.3 Training Methodology to be Used/Types of Curriculum Participatory approach activity based workshops will be used.

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5.4 Activity Schedule Ten workshops over a two year period to be conducted.

5.5 Management and Implementation Arrangements The center will manage the project.

5.6 Monitoring and Evaluation Arrangement READ staff and the project staff will carry out periodic evaluations and monitoring of the project.

5.7 Anticipated Outcomes 10 workshops conducted by one trainer and two consultants/local trainers during a period of two years; 150 people will be trained in key life skills.

6. PROJECT CONFORMITY TO READ CRITERIA

The center emphasizes NFE as means to reach disadvantaged adults who have not had schooling; it trains adults in literacy, life skills and nation-building skills.

7. BASIC ASSUMPTIONS

Adults in Keetmanshoop area want to enrich their lives and better support their children's educational progress. Adults have not had adequate training or schooling in how better to manage their lives and family health.

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R.E.A.D. ILLUSTRATIVE PROJECT PROFILES

Profile No. 9

1. SUMMARY DATA

Recipient Organization:	Institute of Management and Leadership Training
Title of Project:	Bookkeeping for Rural Enterprises
Component:	B - NFE Delivery
Project Location(s):	Various rural centers throughout Namibia
Project Cost:	\$ 71,712
Project Duration:	6 years starting March 1993

2. DESCRIPTION OF ORGANIZATION IMLT provides practical training and consultation services in commerce, industry, and agriculture; management and leadership development; financial assistance in the form of material aid for small commercial and industrial business development, bursaries for studies in commerce and agriculture; and an information service.

3. BASIC PROBLEM TO BE ADDRESSED There is a substantial demand for training in business skills by emerging business people and small scale manufactures in rural areas. IMLT has developed training materials to meet this need and has substantial experience in delivering similar course elsewhere in Namibia. IMLT offers this course to business people in Windhoek and Ongwediva to people who pay R300 a piece.

4. PROJECT OBJECTIVES To provide training in costing, cash and credit management for small business people and manufacturers in rural areas.

5. PROJECT DESCRIPTION

5.1 Types of Participants who will benefit: Rural business people beginning community-based business.

5.2 Resources to be used/shared (Trainers, Equipment, etc.) IMLT Trainers.

5.3 Training Methodology to be Used/Types of Curriculum Standard IMLT courses; supplemented with 1-hour pre-assessment interviews with each participant.

5.4 Activity Schedule Each course 5 days of 5 hour sessions.

5.5 Management and Implementation Arrangements IMLT will be the implementing agent.

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5.6 Monitoring and Evaluation Arrangement The project will be monitored by the trainers and READ Project staff, and will be evaluated by the trainer in post-course report and trainees will give their input in the post assessment interviews.

5.7 Anticipated Outcomes 120 business people will be better able to: calculate the cost of their services and products; draw up cash flow budget; control cash receipts and cash payments on a monthly basis; operate an efficient debtors control system; and to survive cash crisis.

6. PROJECT CONFORMITY TO READ CRITERIA The project is directed towards provision of NFE.

7. BASIC ASSUMPTIONS 120 qualified and interested business people can be identified.

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R.E.A.D. ILLUSTRATIVE PROJECT PROFILES

Profile No. 10

1. SUMMARY DATA

Recipient Organization: Namibia Institute for Democracy (NID)
Title of Project: Facilitator Training in Democratic Principles and Literacy
Component: B - NFE Delivery
Project Location(s): Ovambo, Caprivi, Kavango, Kaokoland
Project Cost: \$78,926
Project Duration: 1 year

2. DESCRIPTION OF ORGANIZATION Namibia Institute for Democracy is a foundation associated with tertiary education which seeks to familiarize Namibians about democracy principles in general, and the Namibian Constitution in particular. It develops and designs educational programs for educational authorities and private citizens utilising the printed and electronic media, discussion groups and community information programs.

3. BASIC PROBLEM TO BE ADDRESSED This program started in 1992 to familiarize rural Namibians with the new constitution and democratic principles. One way to reach populations is through educating the children.

4. PROJECT OBJECTIVES To prepare Namibians to understand the new Constitution and principles of democratic behaviours.

5. PROJECT DESCRIPTION The project will provide facilitator training in democratic principles and literacy to key legal and life skills facilitators in four centers of the country.

5.1 Types of Participants who will benefit: Community as a whole.

5.2 Resources to be used/shared (Trainers, Equipment, etc.) Five teachers already trained by project staff and project staff. School teachers will run similar workshops in their schools and, community facilitators like church members, business people, and health people will be involved.

5.3 Training Methodology to be Used/Types of Curriculum Printed material, literacy guides, pamphlets, posters, and a monthly newsletter will be used.

5.4 Activity Schedule Five teachers already trained by project staff to conduct three sets of phase one and phase two workshops for 15 participants each in the four centers. The first set of workshops running January - April; the second set running May- August; the third set Sept - December. A stipend for attendance will be given to program participants. The

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phase two one week workshops will be held four months after the phase one workshops as follow-up with additional instruction.

5.5 Management and Implementation Arrangements NID will manage the project, and will supervise the five teachers. The locality will provide the centers for the workshop and furnish local supplies as needed. Schools and local community groups will select the candidates for training ,e.g. school teachers to run similar workshops in their schools, community facilitators like church members, business people health personnel, etc.

5.6 Monitoring and Evaluation Arrangement NID and READ staff will monitor the project.

5.7 Anticipated Outcomes A series of two workshops, each one week in duration within a four month period, given to three sets of trainees will train 180 participants over a one year period. Phase One will produce knowledge and instructional materials, including literacy, which will be used by participants during the subsequent four months. Phase Two will produce guidelines, experience-sharing Newsletter, more visual (and audio whee possible) aids for instruction, and additional new knowledge and innovative methodologies in teaching literacy and behaviors pertaining to constitutional rights and practices of democracy.

6. PROJECT CONFORMITY TO READ CRITERIA NID is a foundation offering community education about democracy, nationbuilding, constitutional rights, and literacy training.

7. BASIC ASSUMPTIONS Namibians want to learn about their new democratic system and operations.

R.E.A.D. ILLUSTRATIVE PROJECT PROFILES

Profile No. 11

1. SUMMARY DATA

Recipient Organization:	Ongoorero Women's Cooperative
Title of Project:	Business Literacy
Component:	B - NFE Delivery
Project Location(s):	Aminius, Epukiro, and Rietfontein Block in Eastern region
Project Cost:	\$ 15,000
Project Duration:	

2. DESCRIPTION OF ORGANIZATION A group of women who wish to establish a cooperative amongst themselves to promote social and economic development at community centres, and with gardening and brickmaking programs.

3. BASIC PROBLEM TO BE ADDRESSED Women in the Eastern region of Namibia have been neglected in the past, and their communities have suffered deprivations due to the historical subjugations of past events. Now, women can begin to organize themselves to serve their communities.

4. PROJECT OBJECTIVES To develop a pilot project in Epukiro using the community center to develop an income generating project in tailoring for local needs (school uniforms), educational programs of community interest, such as training creche leaders, to develop gardening schemes to promote better local diet, and to make bricks for sale to help improve local housing schemes. The first objective - to develop a sewing and craft business - is the focus of the project.

5. PROJECT DESCRIPTION The women's group plans to establish both income-generating skills development programs and other educational and training programs in Epukiro. How the program would work is not yet explained.

5.1 Types of Participants who will benefit: women and men in the Epukiro community.

5.2 Resources to be used/shared (Trainers, Equipment, etc.) The community center and facilities, and garden plots of participating activists in the project.

5.3 Training Methodology to be Used/Types of Curriculum Applied, hands-on learning; other methods and curriculum not explained.

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5.4 Activity Schedule Not available

5.5 Management and Implementation Arrangements Not available

5.6 Monitoring and Evaluation Arrangement Not available

5.7 Anticipated Outcomes Not determined

6. PROJECT CONFORMITY TO READ CRITERIA Project needs to be planned and detailed further. The group's demands relate to READ components of building capacity of the cooperative to function, teach organizational and business literacy, etc., and establish some mechanisms for realizing income.

7. BASIC ASSUMPTIONS Women are demanding a variety of skills to better their economic and social life. A Group is already formed but wants assistance in building its capacity as a cooperative.

R.E.A.D. ILLUSTRATIVE PROJECT PROFILES

Profile No. 12

1. SUMMARY DATA

Recipient Organization:	Smaller NGOs/CBOs
Title of Project:	NFE Delivery of Services
Component:	B
Project Location(s):	Throughout Namibia
Project Cost:	\$2,083,900
Project Duration:	5 years (FY 94-98)

2. DESCRIPTION OF ORGANIZATION Various NGOs, CBOs, local and international training institutions, contractors and local non-profit research organizations.

3. BASIC PROBLEM TO BE ADDRESSED Due to the long period of isolation prior to independence, many Namibian NGOs are unaware of new technologies and methodologies which may be appropriate to delivery of NFE services. In addition there is a need for pilot testing and evaluation of delivery alternatives in order to improve efficiency and lower unit costs. Research on barriers to participation is required in order to reach the diverse groups of clients identified as priority groups by READ. In addition, there is a need for research on current and projected market conditions to assure that income generating skills.

4. PROJECT OBJECTIVES Project objective is to improve the internal efficiency of NFE activities by introducing new technology and methodologies; Identify approaches suitable to the Namibian context through the evaluation of pilot projects; Improve the external efficiency of NFE income-generating activities by assessing the current and potential market for skills; Increase access to and participation of the target groups by conducting research on barriers to participation in READ supported training activities.

5. PROJECT DESCRIPTION Provision of NFE training in Literacy, Life skills, Income Generating skills and Nation building skills.

5.1 Types of Participants who will benefit: Namibians who have historically been denied access to educational opportunities.

5.2 Resources to be used/shared (Trainers, Equipment, etc.) Technical Assistance, local and foreign trainers, and NGO facilities to be used to develop better capacity in delivering NFE services.

5.3 Training Methodology to be Used/Types of Curriculum Conferences, workshops, on-site training and materials development.

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5.4 Activity Schedule Depending on needs of NGOs, technical assistance workshops and other training events will be held.

5.5 Management and Implementation Arrangements All sub-grants will be placed and managed by the US PVO.

5.6 Monitoring and Evaluation Arrangement Activities will be monitored through period reports, site visits by PVO staff, participant evaluation forms, periodic surveys of participating organizations and NFE training recipients.

5.7 Anticipated Outcomes Provision of NFE training to between 12,000 and 20,000 Namibians in the four READ content areas.

6. PROJECT CONFORMITY TO READ CRITERIA Sub-grants making and contracting will be conducted by the US PVO in conformity to project criteria. The PVO will report to USAID and the READ policy Committee on these activities on a regular basis.

7. BASIC ASSUMPTIONS It is assumed that a significant number of smaller NGOs and CBOs will be able and willing to provide additional NFE services with READ support.

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R.E.A.D. ILLUSTRATIVE PROJECT PROFILES

Profile No. 13

1. SUMMARY DATA

Recipient Organization:	Popular Theatre Group
Title of Project:	Popular Theater Training
Component:	C - New methodologies
Project Location(s):	Mariental, Keetmanshoop, Gobabis, Karibib, and Otjiwarongo
Project Cost:	\$20,741
Project Duration:	10 months

2. DESCRIPTION OF ORGANIZATION A community -oriented organization based in Windhoek's Katutura community to promote community participation and awareness of social issues through popular theater. The organization creates employment for unemployed youth by training Youth groups to perform plays.

3. BASIC PROBLEM TO BE ADDRESSED Many young schooldrop-outs have no outlets for their talents. Youth drama groups can provide awareness about social issues, engage the community in role plays aimed at problem solving, as well as provide income to youth drama players from their performances.

4. PROJECT OBJECTIVES The project will train five youth groups in Mariental, Keetmanshoop, Gobabis, Otjiwarongo, and Karibib to perform dramas in schools and community centers about identified problems in those communities, and the importance of literacy and solving problems in a democratic manner. One trainer undertakes a three week study tour with the University of Botswana with the popular theater networking training.

5. PROJECT DESCRIPTION

5.1 Types of Participants who will benefit: School drop-out youths.

5.2 Resources to be used/shared (Trainers, Equipment, etc.) In collaboration with other local participating NGOs, this NGO will provide trainers to train the youth groups. The local community will provide venues, local materials, etc. for performances.

5.3 Training Methodology to be Used/Types of Curriculum Dramatic performances, dialogue plays with the audiences, questioning and problem-solving techniques through role plays. Discussion periods to analyze dramas' messages.

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5.4 Activity Schedule 2 Drama trainers; stipend for participants for two week workshops; Material and equipment for developing plays. Two week training workshop followed up by a 5 day workshop three months later for discussions; additional instruction in techniques including the importance of literacy, and further research techniques on community preference for drama themes.

5.5 Management and Implementation Arrangements The project will be managed by the Popular Theater Group in collaboration with the local participating NGOs.

5.6 Monitoring and Evaluation Arrangement The READ project staff and the Popular Theater Groups.

5.7 Anticipated Outcomes Popular Theater group addresses problems youth are facing and social/economic issues of the community. It is both an entertaining as well as an instructional medium to promote problem-solving techniques.

6. PROJECT CONFORMITY TO READ CRITERIA Popular theater is an effective NFE methodology for teaching communities various topics of concern, and for raising interest and motivation, and teaching methods of problem-solving, i.e ways to educate people about AIDS prevention.

7. BASIC ASSUMPTIONS This group addresses problems youth are facing regarding the social and economic livelihood of the community. It is both an entertaining as well as an instructional medium to promote problem-solving techniques.

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R.E.A.D. ILLUSTRATIVE PROJECT PROFILES

Profile No. 14

1. SUMMARY DATA

Recipient Organization:	Namibian Clay House Development Project
Title of Project:	Clay House Training
Component:	C - New Methods
Project Location(s):	Sites Nationwide
Project Cost:	\$ 139,259
Project Duration:	2 years

2. DESCRIPTION OF ORGANIZATION This organization carries out assessment, research, development, promotional and training activities associated with fostering an adapted technology for building permanent residential houses with clay earth and other indigenous building materials in Namibia.

3. BASIC PROBLEM TO BE ADDRESSED People in rural areas need decent houses which they can afford.

4. PROJECT OBJECTIVES To research and demonstrate the feasibility of using new technology to provide housing, employment opportunities, skills, and a community development focus in rural Namibia. The project wishes to extend this enterprise to other communities.

5. PROJECT DESCRIPTION Introduction and dissemination of new technology: clay house building using community labor.

5.1 Types of Participants who will benefit: Rural communities and urban squatters.

5.2 Resources to be used/shared (Trainers, Equipment, etc.) Local clay for building and other local materials supplied by the community.

5.3 Training Methodology to be Used/Types of Curriculum Workshops will be conducted in six areas that demonstrate clay house building.

5.4 Activity Schedule Three project staff will provide on-the-job training in the new technology. A stipend will be given to the local community workers learning the technology.

5.5 Management and Implementation Arrangements Project staff and local community agents who are trained.

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5.6 Monitoring and Evaluation Arrangement READ staff, the Clay House NGO, and the builders of houses.

5.7 Anticipated Outcomes Six rural communities with community centers and 20 houses each constructed by local people of local materials; approximately 40 people trained in this construction technology and employable by their own or nearby communities.

6. PROJECT CONFORMITY TO READ CRITERIA The project is a small NGO offering a new technology that should provide rural people with income-generating skills and affordable housing.

7. BASIC ASSUMPTIONS Interest exists in 6 communities in participating in the project.

R.E.A.D. ILLUSTRATIVE PROJECT PROFILES

Profile No. 15

1. SUMMARY DATA

Recipient Organization: Smaller NGOs/CBOs, local and international training and research institutions, contractors, and local non-profit research organizations (e.g. the University of Namibia, TUCSIN and NISER)

Title of Project: Development of New Methodologies, Technologies, Evaluation of Innovations and Research on Markets and Barriers to Participation.

Component: C - New Methods

Project Location(s): Throughout Namibia

Project Cost: \$652,500

Project Duration: 5 Years (FY 94-98)

2. DESCRIPTION OF ORGANIZATION Combination of various NGOs, CBOs, local and international training institutions, contractors, and local non-profit research organizations such as the University of Namibia, TUCSIN and NISER.

3. BASIC PROBLEM TO BE ADDRESSED Namibian NGOs are unaware of new technologies and methodologies which may be appropriate to deliver NFE. There is the need for pilot testing and evaluation of NFE delivery alternatives in order to improve efficiency and lower unit costs.

4. PROJECT OBJECTIVES To improve the internal efficiency of NFE activities by introducing new technology and methodologies, and to identify approaches suitable to the Namibian situation.

5. PROJECT DESCRIPTION Technical Assistance and other sub-grant training events to improve NGOs capacities to develop methodologies and technologies conducive to NFE delivery in Namibia.

5.1 Types of Participants who will benefit: Smaller and medium-sized NGOs and CBOs.

5.2 Resources to be used/shared (Trainers, Equipment, etc.) Local and foreign trainers. Approximately 10 participants will go on study tours within the African region.

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5.3 Training Methodology to be Used/Types of Curriculum Demonstration, observation, study visits, application through construction of technologies, practicals at field sites.

5.4 Activity Schedule Workshops and conferences throughout the year as needed. 10 individuals from NGOs will visit other African countries on study tours. Five research grants or contracts per year will be given for evaluation of pilot projects.

5.5 Management and Implementation Arrangements All sub-grants and contracts will be placed and managed by the US PVO.

5.6 Anticipated outcomes Increased knowledge of technologies and new methodologies appropriate to the Namibian context, and ways to adopt them.

5.7 Monitoring and Evaluation Arrangement Activities will be monitored through period reports, trip reports from study tours, evaluation of new methodologies, production of research reports, and improvements in efficiency measures such as unit costs.

6. PROJECT CONFORMITY TO READ CRITERIA Sub-grant making and contracting will be conducted by US PVO in conformity to project criteria. The PVO will report to USAID and the READ Steering Committee on these activities on a regular basis

7. BASIC ASSUMPTIONS There are new technologies and methodologies in existence which would be beneficial to the NGO community and the GRN in the delivery of NFE services. NGO organizations are willing to adopt new and improved methods of training. There are potential markets for the skills, services and products which could be produced by participants and NFE providers in the design of their programs. Participation of groups with special needs (such as single mothers) could be improved, given additional information on barriers to participation. NFE providers would be willing to organize their programs in a manner designed to increase participation of specific disadvantaged groups.

R.E.A.D. ILLUSTRATIVE PROJECT PROFILES

Profile No. 16

1. SUMMARY DATA

Recipient Organization:	The University Center for Studies in Namibia
Title of Project:	Training in Negotiation and Participation
Component:	D - Outreach
Project Location(s):	Windhoek; 4 centers in country
Project Cost:	\$ 20,744
Project Duration:	Two years

2. DESCRIPTION OF ORGANIZATION

See profile #5

3. BASIC PROBLEM TO BE ADDRESSED There is little development and dissemination of a new methodology to conflict-resolution through negotiation among NGOs. Communities will be better mobilized if members understand the principles of open discussion, consensus, and ways to handle conflicting interests in community development.

4. PROJECT OBJECTIVES To enable NGO staff to development and dissemination of a new methodology to conflict-resolution through negotiation.

5. PROJECT DESCRIPTION To conduct training in Windhoek with TOCSIN staff and other NGO staff and subsequent workshops in several centers of Namibia. Workshops engage community groups in developing negotiation skills and transferring those skills to real settings as part of NFE services in life skills. Results from workshops will compile a manual on negotiation for inclusion in literacy programs.

5.1 Types of Participants who will benefit: TUCSIN staff and other NGO staff.

5.2 Resources to be used/shared (Trainers, Equipment, etc.) Expertise from other NGOs like LAC; visiting professor from Harvard university.

5.3 Training Methodology to be Used/Types of Curriculum Workshops will be conducted with discussion group methods, and manual preparation.

5.4 Activity Schedule TUCSIN staff will be given workshops by visiting Harvard University professor and they will intern hold three training workshops in four centers of the country per year to train 15 participants.

5.5 Management and Implementation Arrangements TUCSIN would manage the training events and build up institutional capability to deliver these services.

5.6 Monitoring and Evaluation Arrangement READ staff and TUCSIN staff.

5.7 Anticipated Outcomes Four TUCSIN staff will be trained, including 2 University students; 90 participants from local institutions and NGOs will be trained.

6. PROJECT CONFORMITY TO READ CRITERIA The NGO is expanding its services to offer more innovative methodologies for dealing with social issues. Its findings and research would be disseminated to other NGOs and Government groups.

7. BASIC ASSUMPTIONS Independent Namibia desires to instill democratic behaviors in its citizens and to reduce social conflicts that have arisen from the past. Negotiations is one way to display democratic behaviors.

R.E.A.D. ILLUSTRATIVE PROJECT PROFILES

Profile No. 17

1. SUMMARY DATA

Recipient Organization: NGOs and CBOs involved in NFE delivery, income generation, and conferencing.
Title of Project: Outreach Activities - follow-up support services
Component: D - Outreach
Project Location(s): Throughout Namibia
Project Cost: \$ 724,500
Project Duration: Five years (FY 94-98)

2. DESCRIPTION OF ORGANIZATION Large, medium-sized, and smaller NGOs which have developed experiences and skills to extend to others.

3. BASIC PROBLEM TO BE ADDRESSED Due to policies of the pre-independence government, NGOs have resisted registration and there had emerged a general atmosphere of suspicion that inhibited communication and sharing of ideas. The recent decline in resources available to most NGOs has further contributed to these difficulties. Moreover, there appears to be significant inefficiencies due to under-utilization of facilities and duplication of effort.

4. PROJECT OBJECTIVES Increase grassroots participation in the NFE sector; Increase the number and type of NGOs and CBOs involved in the READ project, and increase opportunities for weaker organizations to have capacity strengthened; Increase communication between NFE providers through conferences, newsletters, a directory of NGOs and CBOs, and a catalogue of services and resources.

5. PROJECT DESCRIPTION A set of activities and training events will take place through sub-grants and technical assistance to assist approximately 60 NGOs in developing follow-up supports and services, marketing themselves with other groups requiring their assistance, and gaining access to information and supports through conferences, newsletters, directories, and other networking activities.

5.1 Types of Participants who will benefit: NGO Managers and other institutions supporting NFE in Namibia.

5.2 Resources to be used/shared (Trainers, Equipment, etc.) Service Providers, such as participating NGOs, international training institutions, contractors, and research institutions within Namibia. Exemplary inputs will include a national newsletter reporting

activities of NGOs, findings of evaluations to share, information on market conditions of NGO activities and barriers to people's effective participation, and planning grants to enable smaller NGOs to plan programs and present their proposals for funding.

5.3 Training Methodology to be Used/Types of Curriculum Conferences, working seminars which produce case studies for sharing; written media through newsletters, etc.

5.4 Activity Schedule One Conference per year will be held with NGOs; other smaller conferences, workshops, and training events will be held twice a year in different parts of the country as the needs arise.

5.5 Management and Implementation Arrangements The PVO will manage arrangements with the assistance of local and outside technical assistance.

5.6 Monitoring and Evaluation Arrangement The PVO, Steering Committee, and other key NGOs, as well as conference and workshop participants will evaluate any outreach events and conduct follow-up monitoring of outreach activities. Activities will be monitored through periodic reports, participant evaluations, production of newsletters, directories, etc. and information on changes in the frequency with which NGOs collaborate in the use of facilities and delivery of services.

5.7 Anticipated Outcomes Better communication between organizations and greater sharing of information, facilities, and resources; improvement in the quality of programming of NGOs and project proposals submitted to the PVO for funding; greater efficiency in provision of NFE services with more information and options available to local communities; increased information on local needs and NGO providers and increased support from external donors due to improved information base.

6. PROJECT CONFORMITY TO READ CRITERIA Conferencing and networking fits the fourth Project component of READ Project. Sub-grant making and contracting for technical assistance will be conducted by the PVO to include all NGOs fitting the needs outlined in the project criteria.

7. BASIC ASSUMPTIONS There is a willingness on the part of NGOs to share information and facilities through conferencing, etc. Local communities would be willing to make greater use of NFE services if they have more information on options and a greater voice in articulating their needs. Newsletters and directories are still basic information needs in the country among NGOs who either want to reach out to other less advantaged communities, or receive technical assistance from those NGOs with specific expertise.

R.E.A.D. ILLUSTRATIVE PROJECT PROFILES

Profile No. 18

1. SUMMARY DATA

Recipient Organization:	Ministry of Education/DANFE
Title of Project:	M.EDs. for Senior Officials
Component:	A - Capacity Building
Project Location(s):	Namibia & USA
Project Cost:	\$300,000
Project Duration:	3 years (1993-96)

2. DESCRIPTION OF ORGANIZATION The Department of Adult & Non-Formal Education of the Ministry of Education & Culture is responsible for all adult education policy and programming in the country.

3. BASIC PROBLEM TO BE ADDRESSED Senior officials need upgrading of their skills in planning and administering NFE programs. Many senior officials appointed to adult education posts in the regions and head office do not have professional qualifications in the field. This obviously affects their performance, self-confidence and credibility.

4. PROJECT OBJECTIVES To build capacity within DANFE by enabling ten senior officials to obtain M.ED. degree through study in USA and Namibia.

5. PROJECT DESCRIPTION

5.1 Types of Participants who will benefit: Ten DANFE staff.

5.2 Resources to be used/shared (Trainers, Equipment, etc.): The officials will be divided into two groups and will spend one semester per year, for two years, and possibly three years, at an American University. The remaining credits will be obtained through assignments and courses supervised by an agent in Namibia.

5.3 Training Methodology to be Used/Types of Curriculum: Both academic and practicals, preferably at sites within Namibia.

5.4 Activity Schedule FY 1993-96

5.5 Management and Implementation Arrangements Universities might be asked to bid, although Florida State has local infrastructure which would give them an advantage. UMass had a similar scheme in Lesotho. The new University would probably also be

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interested in participating.

5.6 Monitoring and Evaluation Arrangement Lesotho-UMass scheme can provide a model.

5.7 Anticipated Outcomes Senior officials with professional competence, research ability, confidence and career interest in adult education.

6. PROJECT CONFORMITY TO READ CRITERIA Training of government officials in NFE delivery and capacity building. Possible strengthening of University of Namibia education faculty.

7. BASIC ASSUMPTIONS Officials will be willing to spend 2 semesters in USA. Government will be willing to grant leave.

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R.E.A.D. ILLUSTRATIVE PROJECT PROFILES

Profile No. 19

1. SUMMARY DATA

Recipient Organization:	Ministry of Education & Culture/DANFE
Title of Project:	Functional Literacy Materials
Component:	B - NFE Delivery
Project Location(s):	Nationwide
Project Cost:	\$ 267,652
Project Duration:	6 years through LOP

2. DESCRIPTION OF ORGANIZATION The Directorate is responsible for the National Literacy Programme which aims at drastically reducing illiteracy in Namibia by 2000.

3. BASIC PROBLEM TO BE ADDRESSED The formal sector cannot provide sufficient full-time employment for many Namibians, especially women. Many such people enter literacy programmes hoping to improve their lot. The MEC needs to be able to respond to these requests for upgrading literacy.

4. PROJECT OBJECTIVES Preparation of a module for stage 2A of the National Literacy Programme to assist newly literate participants to enter self-employment or to improve existing micro-enterprises.

5. PROJECT DESCRIPTION DANFE, with the assistance of other technical resources, will develop and produce initial materials for self-employed persons, and other people or groups demanding assistance with literacy. The production effort will be throughout the LOP, and consist of a series of workshops organized by the Directorate in collaboration with other NGOs, such as IMLT, and the Okatumbatumba Hawkers Association.

5.1 Types of Participants who will benefit: MEC/DANFE Staff and collaborating NGO staff. Ultimately, NGO groups in rural and urban areas.

5.2 Resources to be used/shared (Trainers, Equipment, etc.) Technical assistance both internal and external.

5.3 Training Methodology to be Used/Types of Curriculum Technical Assistance through workshops and on-the-job training as needs arise.

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5.4 Activity Schedule Throughout the LOP.

5.5 Management and Implementation Arrangements MEC and NGO collaborators.

5.6 Monitoring and Evaluation Arrangement The workshop will be pre-tested prior to publication. The Directorate employs an evaluator who will monitor the project and the utility of the course which emerges.

5.7 Anticipated Outcomes A workbook will be developed which is easy to study, read, and use in nine Namibian languages, which can be used in both governmental and non-governmental programmes to assist individuals to plan and manage small enterprises.

6. PROJECT CONFORMITY TO READ CRITERIA Group-mutual support, social responsibility elements can be established through associations like Okatumbatumba and literacy groups.

7. BASIC ASSUMPTIONS Participants in the Literacy and other programmes can be persuaded to accept self-employment as opposed to employment by a company or government.

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R.E.A.D. ILLUSTRATIVE PROJECT PROFILES

Profile No. 20

1. SUMMARY DATA

Recipient Organization:	Ministry of Education & Culture/DANFE
Title of Project:	South America Study Tour
Component:	C - New Methods
Project Location(s):	Overseas - initially South America
Project Cost:	\$ 80,000
Project Duration:	4 years (1993-96)

2. DESCRIPTION OF ORGANIZATION The Department is developing and implementing programmes for literacy, distance education, continuing education and adult skills training.

3. BASIC PROBLEM TO BE ADDRESSED DANFE officials have not had the opportunity to study other programs of adult education sponsored by the public and private sector in other countries on a short term basis. Nor have many officials had formal training in adult education. Many senior officials have qualifications in other fields and limited exposure to adult and nonforma education programs.

4. PROJECT OBJECTIVES To make study visits as part of in-service training of senior government officials of MEC/DANFE to gather information on innovative methodologies, new technologies for learning and economic progress, and other options in community education programs. Countries to be visited may include 2 countries in South America, 4 countries in Africa, 1 country in Asia.

5. PROJECT DESCRIPTION

5.1 Types of Participants who will benefit: Up to 10 Senior MEC/DANFE officials.

5.2 Resources to be used/shared (Trainers, Equipment, etc.) Host country expertise.

5.3 Training Methodology to be Used/Types of Curriculum On site visits of up to 3 weeks per visit; collection of documentation; formal presentations from the host country managers of program visited; developing reports and plans for activities in Namibian context.

5.4 Activity Schedule 10 visits made over course of first 4 years of Project; Year 1 - 2 visits; Year 2 - 3 visits; Year 3 - 3 visits; Year 4 - 2 visits.

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5.5 Management and Implementation Arrangements Arrangements to be made through the contracted PVO and Local USAID missions.

5.6 Monitoring and Evaluation Arrangement Each participant in the tour indicates areas of interest prior to departure and produces a report upon returning to Namibia. The Tour is approved by MEC/DANFE and the implementing PVO, and plans of action are developed for changing Namibian program focus as a result of the tours.

5.7 Anticipated Outcomes 10 MEC/DANFE officials will be better able to plan, implement, and evaluate NFE programs; DANFE will have stronger capacity to develop more professional adult and nonformal education programs in the country.

6. PROJECT CONFORMITY TO READ CRITERIA The capacity of DANFE to deliver services will be strengthened through the insights and motivation gained by those participating in the tours. Such tours afford the opportunity to examine New Methodologies (Project Component C) and to conference with other NFE specialists (Project Component D).

7. BASIC ASSUMPTIONS Officials can afford to be out of the country for a month. The cultural and geographic context in some South American, African, and Asian countries is not too different from Namibia to make it worthwhile to visit these programs. It is worthwhile to be exposed to methods, approaches, and problems other countries face in attempting to reach their disadvantaged populations with NFE methods.

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R.E.A.D. ILLUSTRATIVE PROJECT PROFILES

Profile No. 21

1. SUMMARY DATA

Recipient Organization:	Implementing PVO Expense
Title of Project:	Short-Term Training Workshops, Technical Assistance, and Conferences for NGOs and relevant Public Sector bodies.
Component:	D - Outreach
Project Location(s):	To be determined
Project Cost:	\$ 336,000
Project Duration:	Two T.A. Workshops/yr; one conference/ year

2. DESCRIPTION OF ORGANIZATION The Implementing PVO will be responsible for arranging 2 workshops per year for NGO participation requiring technical assistance, and one conference each year for participating NGOs in READ Project.

3. BASIC PROBLEM TO BE ADDRESSED There may be needs to have specific types of workshops with outside and internal technical assistance in capacity building; in delivery methods for NFE; in developing and adapting for use various NFE methodologies, innovations, and learning technologies; and in conferencing for NGOs.

4. PROJECT OBJECTIVES To provide the necessary technical assistance and short-term training required for NGOs as the needs arise.

5. PROJECT DESCRIPTION The PVO will solicit assistance of specialists in NFE, NGO organizational development, curriculum development, evaluation, and other key specialities to conduct training events and sponsor conferences that result in NGO technical capacity building and information-sharing.

5.1 Types of Participants who will benefit: Approximately 60 NGOs during the LOP, including their Managers and key constituents. Approximately 10 DANFE officials as participants and other relevant GRN officials.

5.2 Resources to be used/shared (Trainers, Equipment, etc.) GRN and NGO facilities; NGO training staff, local materials.

5.3 Training Methodology to be Used/Types of Curriculum Participatory, activity-based methods; participant-designed objectives and development and adaptation of learning materials.

5.4 Activity Schedule 2-3 workshops per year in Namibia, and one conference per year.

5.5 Management and Implementation Arrangements The implementing PVO and Partner NGOs will manage the initial design for workshops and conferences, and ensure their implementation.

5.6 Monitoring and Evaluation Arrangement Participants of workshops, trainers, the implementing PVO and USAID will oversee the evaluations of workshops and conferences.

5.7 Anticipated Outcomes Each year representatives from 50-60 NGOs will attend the conference; each year 20-30 members of NGOs will participate in training workshops with technical assistance.

6. PROJECT CONFORMITY TO READ CRITERIA Capacity building of NGOs often requires inputs of a technical nature, and the opportunity for NGOs to come together to share strategies, issues, and seek solutions to their particular development problems.

7. BASIC ASSUMPTIONS Members and Managers of NGOs are favorable to technical assistance training for specific skills, and will be willing to bring worthy suggestions and give feedback at annual conferences.

ANNEX M

GRAY AMENDMENT CERTIFICATION

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Gray Amendment Certification

Legislative Requirement:

The Gray Amendment (Section 579 of P.L. 101-167, the Foreign Operations, Export Financing and Related Programs Appropriations Act, 1990) requires AID to ensure participation in AID projects by business concerns which are owned and controlled by socially and economically disadvantaged individuals, historically black colleges and universities, colleges and universities having a student body in which more than 40 percent of the students are Hispanic American, and private voluntary organizations which are controlled by individuals who are socially and economically disadvantaged, including women (referred to herein as Gray Amendment entities).

AIDAR Notice 90-2, implementing Section 579 of the Foreign Assistance Appropriations Act requires that for any contract in excess of \$500,000 (except for a contract with a disadvantaged enterprise) not less than 10 percent of the dollar value of the contract must be subcontracted to Gray Amendment entities, unless the contracting officer certifies that there are no contracting opportunities or unless the Administrator approves an exception.

Certification:

Elements of this project may be appropriate for minority or Gray Amendment organization contracting. The procurement plan of this project has been developed with full consideration of maximally involving Gray Amendment organizations in the provision of required goods and services. The Mission will make every effort to identify disadvantaged enterprises, particularly minority-owned and women firms, which can manage certain procurements of equipment and/or provisions of technical assistance and evaluation services planned in the project.

Furthermore, the Mission will, in the case of any contract in excess of \$500,000 to which the Gray Amendment is applicable, include a provision requiring that no less than 10 percent of the value of the contract be subcontracted to Gray Amendment entities unless the contracting officer certifies that there is no realistic expectation of U.S. subcontracting opportunities, or unless the prime contractor is a Gray Amendment entity.


Richard L. Shortlidge, Jr.
AID Representative

Date: September 16, 1992

Clearance: RLA: DKeene

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ANNEX N
BUDGET TABLES

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B. AID NIGERIA
 B. E. A. D. NIGERIA
 TABLE I
 SOURCES AND USES OF FUNDS

	USAID		FED. GOVT		LOCAL NGOS		SUB-TOTAL		TOTAL
	EX	LC	EX	LC	EX	LC	EX	LC	
1. FEDERAL GOVT	3873080.58	499231.72					3873080.58	499231.72	4372312.31
2. STATE GOVT	300000.00	152000.00					300000.00	152000.00	452000.00
3. LOCAL NGOS		414000.00			1700750.00			5921250.00	5921250.00
4. OTHER SOURCES		1500000.00			708750.00			2208750.00	2208750.00
5. TOTAL	4173080.58	670231.72		1525000.00			687951.96	2228731.32	2916691.33
6. FEDERAL GOVT	200000.00						200000.00		200000.00
7. STATE GOVT	270000.00						270000.00		270000.00
8. LOCAL NGOS	533103.25	675893.10					533103.25	675893.10	1208996.35
9. TOTAL	5864135.80	11685864.20		1525000.00		2475000.00	5864135.80	11685864.20	17549999.99

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USAID, NAMIBIA
R. I. A. D. NAMIBIA
TABLE 11
SUMMARY EXPENDITURES BY PROJECT ELEMENT

	FY 1987/8	FY 1988	FY 1989	FY 1990	FY 1991	FY 1992	TOTAL
01 - ADMINISTRATION	952703.28	805371.60	985753.49	491152.05	521299.73	595732.17	4372312.31
02 - COMMUNITY DEVELOPMENT	58000.00	102000.00	102000.00	88000.00	72000.00		452000.00
03 - EDUCATION	692500.00	692500.00	692500.00	692500.00	692500.00	692500.00	4155000.00
04 - HEALTH SERVICES	250000.00	250000.00	250000.00	250000.00	250000.00	250000.00	1500000.00
05 - INFRASTRUCTURE	207102.31	142311.40	207102.31	207102.31	207102.22	300601.82	1341691.34
06 - RESEARCH			100000.00			100000.00	200000.00
07 - TRAINING	45000.00	45000.00	45000.00	45000.00	45000.00	45000.00	270000.00
08 - UNDEVELOPED	207102.31	207102.31	207102.31	179308.78	179308.19	178279.40	1208996.36
TOTAL	2708172.60	2306925.50	2620460.72	1972495.57	1969431.14	2162113.39	13500000.00

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UNAITD/NAMIBIA
 R.T.A D- NAMIBIA
 TABLE III(A).
 DETAILED EXPENDITURES BY PROJECT ELEMENT
 TECHNICAL ASSISTANCE U.S. FVO

	FY 1992/3	FY 1994	FY 1995	FY 1996	FY 1997	FY1998	TOTAL	
UNAITD/NAMIBIA (TABLE III(A))	206425.57	183386.85	214922.69				605235.10	
UNAITD/NAMIBIA (TABLE III(A))	196425.57	163386.85	194922.69				545235.10	
UNAITD/NAMIBIA (TABLE III(A))	10000.00	40420.00	45012.00	44514.20	54464.52	59910.97	287020.69	
UNAITD/NAMIBIA (TABLE III(A))			40756.00	44527.20	48679.92	53247.91	187211.03	
SHORT TERM TECHNICAL ASSISTANCE (1)	16000.00	16000.00	16000.00	16000.00	16000.00	16000.00	96000.00	ASSUMES 2 W/SHOPS PER YR AT \$8000.00 EACH
SHORT TERM TECHNICAL ASSISTANCE (2)	40000.00	40000.00	40000.00	40000.00	40000.00	40000.00	240000.00	ASSUMES 1 CONFERENCE PER YR AT \$40000.00.
SHORT TERM TECHNICAL ASSISTANCE (3)	10000.00	38236.00	38236.00	50081.00	50881.00	50081.00	267651.00	ASSUMES 3 W/SHOPS PER FY93 '95 & 4 W/SHOPS PER YR AT \$12745.00 EACH.
UNAITD/NAMIBIA	10000.00	26010.00	82611.00	91922.10	101169.31	143286.24	609148.65	
UNAITD/NAMIBIA	25000.00						25000.00	
UNAITD/NAMIBIA	35000.00	38500.00	42350.00	46585.00	51243.50	56367.85	270046.35	
UNAITD/NAMIBIA	208316.14	175931.91	215943.11	101873.55	108751.48	125938.19	939764.38	
UNAITD/NAMIBIA	50000.00	50000.00	50000.00	50000.00	50000.00	50000.00	300000.00	
	102703.28	825271.40	985753.49	491452.05	521299.73	595732.17	4372312.31	

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USAID/NAMBIA
R I A D. NAMBIA
TABLE III(B).
DETAILED EXPENDITURE BY PROJECT ELEMENT
PARTICIPANT TRAINING

	FY 1993	FY 1994	FY 1995	FY 1996	FY 1997	FY 1998	TOTAL
REGIONAL TOURS	12000.00	18000.00	18000.00	12000.00	12000.00		72000.00 ASSUMES 12 REGIONAL TOURS AT \$6000 PER TRIP

REGIONAL TOURS	12000.00	18000.00	18000.00	12000.00	12000.00		72000.00

EDUCATION	60000.00	60000.00	60000.00	60000.00	60000.00		300000.00 ASSUMES 5 M. ED DEGREES IN USA AT \$60000.00 EACH.
EDUCATION	24000.00	24000.00	24000.00	16000.00			88000.00 ASSUMES 10 3-WK REGIONAL TOURS AT \$8800 PER VISIT

EDUCATION	24000.00	24000.00	24000.00	16000.00	60000.00		380000.00

EDUCATION	84000.00	84000.00	84000.00	86000.00	72000.00		452000.00

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	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5	YEAR 6	TOTAL
GENERAL SERVICES							
PROPERTY TAX	72295.00	75000.75	74705.24				227909.99
PROPERTY INSURANCE							
PROPERTY INSURANCE	5530.57	5807.10	6097.45				17435.11
PROPERTY TAX	27000.00	28350.00	29767.50				85117.50
PROPERTY TAX INSURANCE	2500.00	2500.00	2500.00				7500.00
PROPERTY TAX	1000.00	1000.00	1000.00				3000.00
PROPERTY TAX							
PROPERTY TAX	8000.00		18000.00				26000.00
PROPERTY TAX	1000.00		3000.00				4000.00
PROPERTY TAX	1000.00		2500.00				3500.00
PROPERTY TAX	8000.00	6000.00	6415.00				18915.00
PROPERTY TAX	4200.00		6000.00				10200.00
PROPERTY TAX	15000.00		20000.00				35000.00
PROPERTY TAX	4500.00		6500.00				11000.00
PROPERTY TAX	1500.00	1500.00	1900.50				5674.50
PROPERTY TAX		15000.00					15000.00
PROPERTY TAX		17000.00					17000.00
PROPERTY TAX							
PROPERTY TAX	24000.00	25000.00	26100.00				75660.00
PROPERTY TAX	1800.00	1900.00	2170.00				5958.00
PROPERTY TAX	20000.00						20000.00
PROPERTY TAX	1000.00						4000.00
PROPERTY TAX	1000.00						5000.00
PROPERTY TAX	1000.00	1000.00	1000.00				3000.00

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EXAMINATION	500.00	500.00	500.00				1500.00
MANUALS	300.00	300.00	300.00				900.00
	20005.47	18286.85	214927.69				605235.10
GRAND TOTAL							
1980	7000.00	2800.00	3160.00	34606.00	38066.60	41873.26	200605.86
1981	5000.00	3000.00	6292.00	6921.20	7613.32	8374.65	40121.17
1982	6000.00	8000.00	7260.00	7986.00	8784.60	9663.06	46293.66
	37000.00	49000.00	45012.00	49513.20	54464.52	59910.97	287020.69
GRAND TOTAL							
1980			3160.00	34606.00	38066.60	41873.26	146005.86
1981			6292.00	6921.20	7613.32	8374.65	29201.17
1982			8000.00	3000.00	3000.00	3000.00	12000.00
			49752.00	44527.20	48679.92	53247.91	187211.03
GRAND TOTAL							
1980	15000.00	17600.00	19360.00	21296.00	23425.60	25768.16	123449.76
1981	10400.00	11440.00	12584.00	13842.40	15226.64	16749.30	80242.34
1982	4000.00	5170.00	5687.00	6255.70	6881.27	7569.40	36263.37
GRAND TOTAL	10000.00		2000.00			5000.00	17000.00
GRAND TOTAL	20000.00		2000.00			22000.00	42000.00
GRAND TOTAL	30000.00	2000.00	2420.00	2652.00	2928.20	3221.02	15431.22
GRAND TOTAL	50000.00	20000.00	20000.00	31911.00	35138.40	38652.24	185174.64
GRAND TOTAL	10000.00	10000.00	11000.00	12072.00	13559.20	15426.12	92587.32
GRAND TOTAL	100000.00	76610.00	80010.00	91927.10	101659.31	143286.24	609148.65
GRAND TOTAL	200000.00	100000.00	100000.00				545235.10

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USAID NAMIBIA
 F. I. A. D. NAMIBIA
 TABLE III(10)
 DETAILED EXPENDITURES BY PROJECT ELEMENT
 PROJECT MANAGEMENT- USAID

	FY 1973	FY 1974	FY 1975	FY 1976	FY 1977	FY 1978	TOTAL	
PROJECT MANAGEMENT	107461.78	91997.40	107461.34	81461.34	88950.38	214922.69	687951.96	ASSUMES PART TIME POSITION, 50% THRU FY1997.
PROJECT MANAGEMENT	18600.00	20490.00	22506.00	24756.60	27232.26	59910.97	173465.83	ASSUMES PART TIME POSITION, 50% THRU FY1997.
PROJECT MANAGEMENT	18600.00	20490.00	22506.00	24756.60	27232.26		113554.86	ASSUMES PART TIME POSITION, 50%.
PROJECT MANAGEMENT	37200.00	40980.00	45012.00	49513.20	54464.52		227109.72	ASSUMES FULL TIME POSITION.
PERSONNEL	10000.00	8500.00	6080.00	10618.00	11712.80	25768.15	74608.96	ASSUMES PART TIME POSITION, 50% THRU FY1997.
PERSONNEL	10000.00			10000.00			20000.00	
PERSONNEL				25000.00			25000.00	
PERSONNEL	20000.00						20000.00	
AUDIT	45000.00	45000.00	45000.00	45000.00	45000.00	45000.00	270000.00	
TRAVEL			100000.00			100000.00	200000.00	
TOTAL	207461.78	207497.40	352165.34	271135.74	254192.22	445661.82	1811691.33	

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METHODS OF FINANCING & IMPLEMENTATION--NAMIBIA

TABLE IV
METHOD OF
IMPLEMENTATION

METHOD OF
FINANCING

TOTAL

	METHOD OF IMPLEMENTATION	METHOD OF FINANCING	TOTAL
TECHNICAL ASSISTANCE	COOPERATIVE AGREEMENT WITH U.S. DPO	DIRECT PAYMENT OR LETTER OF CREDIT	4372312.31
PERFORMANCE AGENCIES LONG TERM TRAINING AND RESEARCH	COOPERATIVE AGREEMENT WITH U.S. DPO	DIRECT PAYMENT OR LETTER OF CREDIT	452000.00
		DIRECT REIMBURSEMENT OR ADVANCE	<300000.00> <152000.00>
ENVIRONMENTAL ASSISTANCE	SUB GRANT WITH LOCAL NGO	DIRECT PAYMENT OR DIRECT PAYMENT	1500000.00
PROJECT IMPLEMENTATION PERSONAL SERVICES EQUIPMENT	PERSONAL SERVICES CONTRACTS PURCHASE OF EQUIPMENT DIRECT CONTRACT	DIRECT PAYMENT DIRECT PAYMENT DIRECT PAYMENT	1611691.33 <1276691.33> <65000.00> <270000.00>
LOCAL STAFF	100 EMPLOYEES WITH WORK ORDER OR DIRECT CONTRACT	DIRECT REIMBURSEMENT OR DIRECT PAYMENT	200000.00

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SWAZI LANDS
TABLE VI
RUEAID - NAMIBIA
CONTRIBUTION CONTRIBUTION - TOTAL N.M.D.

	FY1993	FY1994	FY1995	FY1996	FY1997	FY1998	TOTAL
RUEAID - NAMIBIA	41000.00	41000.00	41000.00	41250.00	41250.00	41250.00	247500.00

ANNEX O

DISBURSEMENT AND ACCOUNTING PROCEDURES

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ANNEX O

DISBURSEMENT AND ACCOUNTING PROCEDURES

The following procedures for disbursement and accounting will apply to the grantee/recipient in order to (1) request disbursements under the grant and cooperative agreements, (2) account for funds received, and (3) comply with the financial requirement of the agreements.

This guidance does not cover all the details and possible situations which may arise. Therefore, additional consultation between the recipient and USAID should be initiated, as necessary, during the period of the Agreement. These guidelines, supplemented by consultations, will enable the recipient and A.I.D. to effectively monitor the financial management of this Agreement.

Establishment of Bank Accounts

A separate bank account to deposit all A.I.D. funds received under this Agreement must be established, in a commercial bank. A.I.D. funds shall not be commingled with any other funds. Any interest earned on these funds shall be reported to the USAID Controller. All interest earned must be returned to USAID and will be collected by USAID through a deduction in the quarterly Disbursement Report. The recipient and sub-recipients must advise, in writing, USAID of the establishment of the account and the account number.

Approved Budget

The approved budget of the Agreement is shown in Section IV of the Agreement, entitled "Financial Plan".

Initial Advance

An initial advance of up to 90 days disbursing requirements under the approved budget may be requested by submitting a cost estimate of cash requirements by budget line item.

Subsequent Advances & Accounting of Funds Received

Reporting to USAID of expenditures generally will be performed on a quarterly basis and, in any case, not less frequently than quarterly. Reporting of expenditures and subsequent requests for Agreement funds will be accomplished by submitting the following to the USPSC and project funded accountant for review before submission to the USAID/Controller:

- (1) a completed SF 1034 Voucher (sample copy attached); and
- (2) a completed Disbursement Report (sample copy attached).

7/6/6

For the first two quarterly Disbursement Reports, photocopies must be forwarded of all paid invoices, receipts, checks, or other documentary evidence supporting each expenditure being claimed in the Disbursement Report. Unless otherwise notified by USAID, submission of this supporting documentation is only required for the first two quarterly Disbursement Reports.

Requests for payments not submitted in the above manner may be delayed. To ensure that the recipient has sufficient funds prior to obtaining the next advance, the Disbursement Report should be submitted to the USAID Controller four to six weeks prior to the end of the quarter.

In the event cash requirements have been underestimated, interim advances may be requested.

The Disbursement Report

The attached format will be used for requesting subsequent advances and reporting expenditures of Agreement funds.

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F:\USERS\MIG\WPA&AP.CLL

Clear:

T.Nare, Chief Accountant _____, Date _____

FILE: READ DISK #2
A\ANNEX.O

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NAME OF RECIPIENT: _____

AGREEMENT NUMBER: _____

PERIOD COVERED BY THIS REPORT _____ TO _____

1.	BEGINNING ADVANCE BALANCE	R
2.	PLUS: AID FUNDS REC'D DURING THE PERIOD	R
3.	PLUS: INTEREST EARNED DURING THE PERIOD	R
4.	LESS: EXPENDITURES DURING THE PERIOD	R _____
5.	ENDING ADVANCE BALANCE	R

LINE ITEM	APPROVE BUDGET THIS PERIOD (R)	EXPENDITURES TO DATE (R)	ADVANCE FOR NEXT PERIOD (R)
-----------	--------------------------------	--------------------------	-----------------------------

TOTALS

LESS: ENDING BALANCE (NO. 5 ABOVE)
LESS: AID FUNDS REQUESTED AND NOT YET RECEIVED (IN TRANSIT)
LESS: EXPENDITURES THIS PERIOD (NO. 4 ABOVE)
PLUS: INTEREST EARNED THIS PERIOD (NO. 3 ABOVE)
ADVANCE ADJUSTMENT R _____

NET AMOUNT REQUESTED BY RECIPIENT:

SUMMARY OF INTEREST EARNED:

EXPENDITURES FOR PERIOD: R
PLUS: ADVANCE ADJUSTMENT

PREVIOUSLY REPORTED: R
PLUS: REPORTED THIS PERIOD _____
INTEREST EARNED TO DATE: R

LESS: INTEREST EARNED (_____)

NET AMOUNT REQUESTED R

The undersigned hereby certifies that the payment of the sum claimed is proper and that appropriate refund to AID will be made promptly upon request in the event of disallowance of costs not reimbursable under the terms of the Agreement.

(Recipient Representative)

Date: _____

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Standard Form 1024 Revised October 1987 Department of the Treasury 1-1734-2-2000 1014-121		PUBLIC VOUCHER FOR PURCHASES AND SERVICES OTHER THAN PERSONAL				VOUCHER NO.	
U.S. DEPARTMENT, BUREAU, OR ESTABLISHMENT AND LOCATION Agency for International Development USAID/Windhoek Windhoek, Namibia				DATE VOUCHER PREPARED XXXXXXXX XX, 1992		SCHEDULE NO.	
PAYEE'S NAME AND ADDRESS Name and mailing address of payee (the check will be mailed directly to this address unless otherwise specified)				CONTRACT NUMBER AND DATE Grant No. 673 -XXXX-X-XX XXXX		PAID BY	
				REQUISITION NUMBER AND DATE		DATE INVOICE RECEIVED	
				DISCOUNT TERMS		PAYEE'S ACCOUNT NUMBER	
				GOVERNMENT B/L NUMBER		GOVERNMENT B/L NUMBER	
SHIPPED FROM		TO		WEIGHT		GOVERNMENT B/L NUMBER	
NUMBER AND DATE OF ORDER	DATE OF DELIVERY OR SERVICE	ARTICLES OR SERVICES <i>(Enter description, item number of contract or Federal supply schedule, and other information deemed necessary)</i>	QUAN- TITY	UNIT PRICE		AMOUNT	
		Expenditures for the period _____ through _____ Advance Adjustment PER ATTACHED DISBURSEMENT REPORT Recipient Representative		COST	PER	SAR X,XXX,XXX SAR X,XXX,XXX	
(Use continuation sheet(s) if necessary) (Payee must NOT use the space below)						TOTAL	
PAYMENT: <input type="checkbox"/> PROVISIONAL <input type="checkbox"/> COMPLETE <input type="checkbox"/> PARTIAL <input type="checkbox"/> FINAL <input type="checkbox"/> PROGRESS <input type="checkbox"/> ADVANCE		APPROVED FOR = \$ _____ BY: _____ TITLE _____		EXCHANGE RATE = \$1.00		DIFFERENCES _____ Amount verified, correct for (Signature or initials) _____	
Pursuant to authority vested in me, I certify that this voucher is correct and proper for payment.							
_____ (Date)		_____ (Authorized Certifying Officer) *				_____ (Title)	
ACCOUNTING CLASSIFICATION							
PAID BY	CHECK NUMBER ON ACCOUNT OF U.S. TREASURY			CHECK NUMBER ON (Name of bank)			
	CASH DATE			PAYEE'S			
\$ _____						PER _____ TITLE _____	
*When stated in foreign currency, insert name of currency. **If the ability to certify and authority to approve are combined in one person, one signature only is necessary; otherwise the approving officer will sign in the space provided, over his official title. ***When a voucher is received in the name of a company or corporation, the name of the person writing the company or corporate name, as well as the capacity in which he signs, must appear. For example: "John Doe Company, per John Smith, Secretary", or							

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ANNEX P

**MONITORING PROCEDURES FOR
HOST COUNTRY CONTRIBUTIONS**

ANNEX P

MONITORING PROCEDURES FOR HOST COUNTRY CONTRIBUTIONS

In the early stages of implementation, the Project Officer will determine if there is a sound basis to conclude that host country contributions, by categories and in necessary numbers, will be forthcoming when needed to ensure the project can be implemented on a timely basis. To assist with this, USAID will contract with a local accounting firm to work with the MEC to establish a sound allocation system, reporting format and procedures for monitoring expenditures. As soon as the host country contributions become known in greater detail, the Project Officer will issue a Project Implementation Letter (PIL) outlining the full extent of the counterpart agency's responsibility, including the manner in which these contributions will be made available. This PIL will also specify that the implementing agency should keep a separate accounting of all host country contributions to the project and report it to USAID quarterly. (See attached suggested reporting format.)

The Controller, with the assistance of the Project Officer, will maintain the official USAID accounting records for host country contributions. The Project Officer should, in the implementing PIL, require that the Host Government report on contributions within thirty days at the end of each quarter. Agency policy now requires "auditable" evidence that such contributions have been made as mutually agreed to between A.I.D. and the Host Government. Such evidence will be provided by the quarterly reports submitted to the Project Officer. These reports will be audited at least annually by a local accounting firm.

The Project Officer will be responsible for ensuring that the contributions are in accordance with the project agreement. If the Project Officer becomes aware that contributions are not being made as agreed to, or the implementing agency is not tracking or reporting required contributions, the Controller should be notified. The Controller will then bring the problem to the attention of the Mission Director with recommendations for appropriate actions.

HOST COUNTRY CONTRIBUTION
QUARTERLY EXPENDITURE REPORT
PROJECT: 673-0004

<u>Budget</u> <u>Line-Item</u>	<u>Host</u> <u>Country</u>	<u>Expenditures</u> <u>To Date</u>	<u>Current</u> <u>Quarter</u> <u>Expenditures</u>	<u>Balance</u>
Salaries				
Travel and Subsistence				
Transport				
Facilities				
Equipment/ Maintenance				
TOTAL:				

Standard Form 1013
 Revised October 1967
 Department of the Treasury
 1 1013 4 2000
 1013 121

PUBLIC VOUCHER FOR PURCHASES AND SERVICES OTHER THAN PERSONAL

YEAR (FIM)
 SCHEDULE (M)
 PAID BY
 DATE INVOICE RECEIVED
 DISCOUNT TERMS
 PAYEE'S ACCOUNT NUMBER
 GOVERNMENT B/L NUMBER

U.S. DEPARTMENT, BUREAU, OR ESTABLISHMENT AND LOCATION
 Agency for International Development
 USAID/Windhoek
 Windhoek, Namibia

DATE VOUCHER PREPARED
 XXXXXXXX XX, 1992
 CONTRACT NUMBER AND DATE
 Grant No. 673 -XXXX-X-XX XXXX
 REQUISITION NUMBER AND DATE

PAYEE'S NAME AND ADDRESS
 Name and mailing address of payee
 (the check will be mailed directly to this address unless otherwise specified)

SHIPPED FROM TO WEIGHT

NUMBER AND DATE OF ORDER	DATE OF DELIVERY OR SERVICE	ARTICLES OR SERVICES <i>(Enter description, item number of contract or Federal supply schedule, and other information deemed necessary)</i>	QUANTITY	UNIT PRICE		AMOUNT (¹)
				COST	PER	
		Expenditures for the period _____ through _____ Advance Adjustment PER ATTACHED DISBURSEMENT REPORT Recipient Representative				SAR X,XXX,XXX SAR X,XXX,XXX

(Use continuation sheet(s) if necessary) (Payee must NOT use the space below) TOTAL

PAYMENT: <input type="checkbox"/> PROVISIONAL <input type="checkbox"/> COMPLETE <input type="checkbox"/> PARTIAL <input type="checkbox"/> FINAL <input type="checkbox"/> PROGRESS <input type="checkbox"/> ADVANCE	APPROVED FOR	EXCHANGE RATE	DIFFERENCES
	= \$	= \$1.00	
	BY *		Amount verified; correct for
	TITLE	(Signature or initials)	

Pursuant to authority vested in me, I certify that this voucher is correct and proper for payment.

 (Date) (Authorized Certifying Officer) * (Title)

ACCOUNTING CLASSIFICATION

PAID BY	CHECK NUMBER	ON ACCOUNT OF U.S. TREASURY	CHECK NUMBER	ON (Name of bank)
	CASH	DATE	PAYEE *	

¹When stated in foreign currency, insert name of currency.
²If the ability to certify and authority to approve are combined in one person, one signature only is necessary; otherwise the approving officer will sign in the space provided, over his official title.
 *When a voucher is received in the name of a company or corporation, the name of the person writing the company or corporate name, as well as the capacity in which he signs, must appear. For example: "John Doe Company, per John Smith, Secretary", or "Treasurer", as the case may be.

PER

 TITLE

NAME OF RECIPIENT: _____

AGREEMENT NUMBER: _____

PERIOD COVERED BY THIS REPORT _____ TO _____

1.	BEGINNING ADVANCE BALANCE	R
2.	PLUS: AID FUNDS REC'D DURING THE PERIOD	R
3.	PLUS: INTEREST EARNED DURING THE PERIOD	R
4.	LESS: EXPENDITURES DURING THE PERIOD	R _____
5.	ENDING ADVANCE BALANCE	R

LINE ITEM	APPROVE BUDGET THIS PERIOD (R)	EXPENDITUES THIS PERIOD TO DATE (R)	ADVANCE FOR NEXT PERIOD (R)
-----------	--------------------------------	-------------------------------------	-----------------------------

TOTALS

LESS: ENDING BALANCE (NO. 5 ABOVE)
LESS: AID FUNDS REQUESTED AND NOT YET RECEIVED (IN TRANSIT)
LESS: EXPENDITURES THIS PERIOD (NO. 4 ABOVE)
PLUS: INTEREST EARNED THIS PERIOD (NO. 3 ABOVE)
ADVANCE ADJUSTMENT R _____

NET AMOUNT REQUESTED BY RECIPIENT:

SUMMARY OF INTEREST EARNED:

EXPENDITURES FOR PERIOD: R
PLUS: ADVANCE ADJUSTMENT

PREVIOUSLY REPORTED: R
PLUS: REPORTED THIS PERIOD _____
INTEREST EARNED TO DATE: R

LESS: INTEREST EARNED (_____)

NET AMOUNT REQUESTED R

The undersigned hereby certifies that the payment of the sum claimed is proper and that appropriate refund to AID will be made promptly upon request in the event of disallowance of costs not reimbursable under the terms of the Agreement.

(Recipient Representative)

Date: _____

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ANNEX Q

**INITIAL ENVIRONMENTAL
EXAMINATION**

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INITIAL ENVIRONMENTAL EXAMINATION

I. PROJECT DATA

Project Location : Namibia
Project Title : Reaching Out With Education For Adults In Development (READ) Project, 673-004
Funding : \$US 13.5 million
Life of Project : 7 Years
IEE Prepared By : Robert G. Rose
REDSO/ESA Environmental Officer

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

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

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

Clearance:

Richard Shortlidge, Director USAID/Namibia

Concurrence:

Bureau Environmental Officer

Date: 8/22/92

Clearances:

Barbara Belding, USAID/Namibia/HNRDO Date: Aug 10, 1992
Paul Andre DeGeorges, REDSO/REA Date: Aug 4, 1992
Mark Johnson USAID/Namibia/PO Date: Aug 10, 1992
M. Kleinjan, GC, AID/N Date: 8/22/92

II. Goal and Purpose

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

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

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

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

III. Project Problem

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

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

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

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

IV. Project Solution

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

The READ Project will undertake the following activities:

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

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

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

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

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

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

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

-Development Of A Rural Community-Based Environmental Curriculum.

-Creation Of An Environmental Steering Committee.

-Community-Based Scholarships In Natural Resources Management.

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

V. Environmental Action Recommended

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

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

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

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

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

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INITIAL ENVIRONMENTAL EXAMINATION

1. Summary Program Description:

This project activity will distribute nationally a new condom brand to a wide array of formal and more informal retail outlets. The social marketing program includes pharmacies and health clinics and more non-traditional outlets such as hotels, bars and street vendors. The distribution will be accompanied by aggressive promotion, by education on HIV prevention, including correct condom use, and thorough training of the staff of the Pharmaceutical Society of Zambia (PSZ) in all aspects of social marketing. The goal of the program is to reduce the transmission of HIV and STDs in the sexually active population by using commercial marketing techniques and the local private sector to promote and make condoms widely available and affordable to target consumers. A Cooperative Agreement between USAID/Zambia and Population Services International (PSI) will provide \$7,484,000 for this purpose.

2. Expected Environmental Impacts of the Program:

This project is not expected to have a direct impact on the physical environment. The direct impact on the cultural environment is also expected to be negligible. The impact of the project will be market driven and will primarily affect consumer preferences, yet this impact is not expected to make a significant change in cultural values nor a significant change in consumer spending patterns or household budgets.