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**THE DEVELOPMENT OF THE UNIVERSITY OF NAMIBIA:**

**AN UPDATE**

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**THE DEVELOPMENT OF THE UNIVERSITY OF NAMIBIA: AN UPDATE****EXECUTIVE SUMMARY**

The new University of Namibia is scheduled to be launched, as a legal entity, within a matter of weeks. The Government has accepted the Report of the National Commission on Higher Education (NCHE) which was appointed by President Sam Nujoma in January, 1991. It has approved the recommendations of the Joint Technical Committee (JTC) which was set up to respond to the NCHE's report and which continues to be chaired by the Vice Chancellor Designate (VCD), Dr. Peter Katjavivi. Moreover, the Cabinet has appointed an Inter-Ministerial Committee to resolve all policy issues and other points of difference.

Furthermore, based on the most recent information, the Government appears set to introduce the necessary legislation to the National Assembly during the current session of the parliament. Various provisions of the proposed University Act have been drafted and are being revised and edited. Also, a preliminary draft of the required Cabinet Memorandum has been prepared.

When passed, the University Act will formally and officially establish the new national University of Namibia. At the same time, it will dissolve the existing Academy, an institution which was founded in 1985 by the South African government in response to the establishment of the United Nations Institute of Namibia (UNIN) in Lusaka, Zambia. In one stroke, the Act will endow the new university with all the physical facilities of both the Academy and the Windhoek College of Education (WCE), another institution which was formerly "owned" and administered by the Department of Education and Training in Pretoria. The WCE will serve as the main campus of the University. By legislative action, Namibia's new University will inherit and absorb the continuing programs of the Academy's three components: University, Technikon, and College of Out-of-School Training (COST). And, it will become instantly responsible for a student body of 5000, a faculty contingent in excess of 250, and a full complement of administrative staff members.

The new University faces a transition period, however, which is largely unplanned. Also, numerous issues remain unresolved. Many critical decisions will have to be made - some of them almost immediately.

**Issues and Options**

The University's planners face major issues, most of which may be grouped under five headings.

**1. Institution-building:**

In terms of the scope of the project, the University could be established as an integral part of the overall framework

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recommended by the Commission. That is, it could be designed within the context, and as a part of, broad higher education planning which would require the creation of a National Higher Education Council, a National Research Council, an educational coordinating committee, etc., as suggested by the NCHE, to foster a coherent, integrated, nation-wide system of higher education for the country.

Alternatively, the University could insist on remaining apart, "going it alone," and forming relationships with the new Distance College, the various colleges of education, etc., as each of them is instituted by the MOEC and comes on stream. In addition, it could hold fast to the idea of developing the new Polytechnic within the University; and also of limiting its teacher training responsibilities to senior secondary. On this basic institution-building issue, the University stands at a critical crossroad.

Namibia's economic capacity is another basic issue. In a macro-economic environment characterized by low economic growth, high inflation, declining exchange rates, and chronic unemployment, no one in Namibia has determined, least of all the NCHE or the JTC, the overall size and magnitude of the higher education system that Namibia can afford.

As for structure and organization, only minor variations are being seriously considered. Both the OVCD's "Draft Master Plan" proposal and the NCHE's British commonwealth university model reflect remarkable agreement. They follow the same pattern upon which the Academy and all other South African institutions have been built. A third option, however, calling for the development of a simple two-tier system of higher education (with a comprehensive teaching/research university at the top and a nation-wide network of two- and three-year comprehensive colleges beneath), also warrants consideration.

## 2. Program priorities:

Fundamental questions about the character of the teaching, research, and community service functions of the new University are also at issue: traditional, authoritarian methods of teaching versus more democratic, student-centered approaches; basic versus applied research, individual versus inter-disciplinary or team research; extension services open to the public versus cooperative extension services carried to the public in their communities. There are wide divergences in philosophy and opinion.

Issues concerning the special role of teacher education and public administration in the University are particularly thorny in view of the urgent need for black Namibian teachers and public servants. There is little agreement on what that role should be.

While all parties agree on the importance of establishing access

courses to facilitate the entry of Namibians to higher education, there is no unanimity on the kinds of programs that are needed, or on the range of students who ought to be included.

Both the NCHE and JCT concurred in the various faculties which the University should establish. However, no one suggested what criteria should be applied if financial or other constraints forced planners to establish priorities. Assessments of relative importance, it is recommended, should be tied to the twin goals of eradicating all expressions of apartheid and advancing Namibian national development.

### 3. Policies:

The most compelling challenge facing Namibian higher education will be how to achieve both equity and excellence. This challenge - which brings University planners face-to-face with the major policy issues of "access" and selective admissions; retention and graduation; academic freedom and autonomy; democratization and openness, affirmative action and "redress," and academic accountability - requires that the new University must become as diversified as the population of the "new Namibia."

### 4. Financial Issues:

Major questions concerning the University's fiscal condition also remain to be answered. They can be grouped under four headings.

#### 4a. Expense Budgeting:

The budget process for FY1992-93 has already been planned and developed in conjunction with the Ministries of Education and Finance, following a line-item approach. What has not been negotiated are the items to be included. Preliminary requests for capital funds for repairs to the WCE campus and for operating funds to support the introduction of a major "access" program have been denied. The OVCD has solicited advice from the Inter-ministerial Committee on these and other budgetary matters.

#### 4b. Financial Aid To Students:

Recognizing that providing financial aid to students is more a matter of equity than budget, the JTC has asked the Cabinet directly for advice. The donor community stands ready to assist in whatever way it can.

#### 4c. Financing Higher Education:

The new University can, and should, look to six sources of funding: tuition and fees (students ought to pay for a portion of the cost of their education); government appropriations (the national government ought to bear the primary cost of university education);

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private gifts and grants (donors will provide only modest amounts of money but generate invaluable support and good will); investment income (government and private donors ought to establish a major endowment for the University); auxiliary enterprises (reasonable returns can be expected from charges for food services, resident halls, athletic events, etc.)

Some planners would strip the University of its primary school teacher training, technical training, and distance education functions in the interest of "University education" alone. Academy assets, perhaps as much as half, would thereby be transferred to the various Ministries. Other planners advise that nothing should be done to diminish the Academy as a resource base for the establishment of the new institution. In their view, consolidation should become the watchword, not fragmentation.

#### 4d. Fund-Raising:

All questions regarding the vital necessity of building a viable fund-raising capacity for the new University have been answered. The VCD, Dr. Katjavivi, has initiated a series of promotional/fund raising activities to solicit funds from various donors in Namibia, Europe, UK, USA, Canada, and the RSA. In addition, a major fund-raising campaign has been planned for the Spring centered around the visit of President Nujoma to the United States.

#### 5. Management Issues:

Additional management questions that remain to be answered concern the details of the terms of employment of new hires (and re-hires), entry level salaries, salary increases, benefit packages, and staff development programs for both faculty and administrative personnel. These, and the array of student services recommended by both the NCHE and JTC, must also be assessed in terms of their affordability.

#### Recommendations

The new University of Namibia has special responsibilities to the nation and its citizens. Teaching must be enriched by research and the pursuit of knowledge that is useful and which contributes to national socio-economic development. The liberal arts and sciences must co-exist with practical, professional studies, including at the outset teacher education and public administration in particular. Faculty members must function not only as teacher/scholars but also as extension specialists in English, adult education, agriculture, home economics, community planning, and the like.

The University must be fitted into an integrated, coherent, and comprehensive national system of education. Consolidating its functions broadly, the University should encompass virtually the

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entire top tier of a simple two-tier system which would be undergirded by a network of two- and/or three-year comprehensive colleges located throughout the country where teacher training and/or technical centers already exist.

From this broad, inclusive concept of the new University of Namibia flows a series of "enabling" recommendations which would establish its special character. Among the most important are:

- o Faculty rank should be conferred upon all instructors and upon all staff who are essential to the University's mission of teaching, research, and service, including librarians, administrators, and extension specialists.

- o A "redress" policy must be developed and applied in the appointment of Namibian citizens to the University.

- o The University must seek to compete with other universities in the region in the recruitment of faculty.

- o Rigorous standards should govern appointments, promotions and the granting of tenure. A low tenure ratio must be maintained.

- o Faculty resources should be strengthened through a staff development program modeled after UNESCO's "counterpart" training system.

- o Affirmative action goals must be vigorously pursued to increase the numbers and proportions of women and black Namibians.

- o Faculty work loads must be maximized to stimulate productivity and efficiency, and to improve the quality of teaching and research.

- o The principle of equity should dictate admissions policies and the development of access and bridging programs in the University and on other college campuses.

- o A broad program of financial aid to students should be instituted providing direct assistance through scholarships/grants, bursaries/loans, and on-campus/off-campus jobs. A National Merit Scholarship Program should be established.

- o A special "core" program should be central to all undergraduate degree offerings which reflects the values and traditions of the Namibian people in all their diversity.

- o Undergraduate education must also provide special offerings in the development of basic skills, academic advising, honors programs for exceptional students, and broad-based adult and continuing education programs.

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o Faculty research should receive special encouragement at the level of the department, institute, and outside sponsorship through a dedicated development office.

o Academic support, especially the University's libraries and computer centers, should be developed to provide maximum services to students, faculty, administrators, and a wide variety of constituencies in the community.

## THE DEVELOPMENT OF THE UNIVERSITY OF NAMIBIA: AN UPDATE

### I. CURRENT STATUS

#### Report of the National Commission on Higher Education

On September 23, 1991, the National Commission on Higher Education (NCHE), chaired by Professor John D. Turner, Pro-Vice-Chancellor of the University of Manchester, submitted its formal report to President Sam Nujoma in a brief public ceremony in Windhoek. Having extended its tenure by three months, the Commission had taken great care in formulating a total of 184 unanimous recommendations calling for the creation of two major new institutions - the University of Namibia and the Polytechnic - and providing "a means of co-ordinating developments in this important sector of education." Consistent with its terms of reference, the Commission adopted a perspective which encompassed higher education in Namibia in its totality. It repeatedly urged the development of a coherent, integrated, and well-balanced system for the nation as a whole.

Toward this end, the Commission recommended that the Ministry of Education and Culture should have portfolio responsibility for all of higher education. To ensure broad educational policy of the "highest quality," it recommended the formation of "a representative National Council for Higher Education as a statutory body." To determine national research policy and priorities, it recommended the creation of a National Research Council in the Office of the Prime Minister.

Citing "access" and the development of an adequate supply of qualified applicants as the "greatest problem which higher education will face in the near term," the Commission emphasized the vital importance of establishing a system which encourages and facilitates the entrance of all capable Namibians, including adults, "to climb the ladder of qualifications in their chosen occupational and professional fields moving from certificate to diploma to degree and postgraduate awards by full-time, part-time or distance education modes." To accomplish this objective, access, bridging, and preparatory courses, together with remediation, support, and enrichment programs, were recommended "throughout higher education." Declaring that such courses and programs are "an absolute pre-requisite of that expansion of the higher education system which is necessary for the economic development of Namibia," the Commission mandated that all levels of tertiary education should draw its students from "the same access courses."

As for the structure of higher education, the Commission recommended the dissolution of the three components of the present

Academy - the university, the technikon, and the college of out-of-school training - and the establishment of a new national University of Namibia, a new Polytechnic, a new College of Distance Education, a new college of education (to be located in Okahandja) replacing the Windhoek College of Education, a new Windhoek Technical College combining the VTC in Khomasdal and COST, a network of teacher training colleges throughout the country, and a separate network of technical colleges replacing all existing technical institutes and centers.

Acknowledging that the quality of Namibia's higher education system will depend upon the calibre of its faculty and students, the Commission recommended strong programs of affirmative action in the recruitment/employment policies of all institutions to counter the devastating effects of apartheid on racial and ethnic groups and on women throughout the society. It also recommended large-scale staff development programs, competitive salaries, and terms and conditions of employment roughly comparable to those offered under civil service. Concerning students, emphasis was placed on the provision of an array of services, together with the democratic organization of student government and the assurance of on-going consultation between students and the administration on all matters affecting students, including governance.

Curiously, the Commission devoted little time and effort to an assessment of the capacity of the Namibian economy to bear the financial burden of the system of higher education it was recommending. Nor did it provide analyses of the financial implications of any of its specific recommendations concerning the development of that system.. However, it did acknowledge that the financing of higher education should be a shared responsibility, with government bearing the bulk of the load, and it concluded that in comparison with other developing countries Namibia could well afford to spend much more than it is currently spending on post-secondary education to develop a system of high quality. At the same time, the Commission cited the unused capacity of existing physical facilities and called for the efficient, economical, and cost effective utilization of those facilities.

#### Government Reaction

The government of Namibia has regarded the Commission's report as a kind of "internal working document" and despite public acknowledgement of its receipt by President Nujoma, the document has not been officially released for public scrutiny. The initial reaction to withholding the document was an outcry in the press and elsewhere against the government for keeping the report "under wraps" and "secret." Through unofficial circles, however, copies of the report were widely distributed and are readily available. Within two months after its submission, the report's major recommendations were summarized in the pages of the local

newspapers.

Unofficial Response of the OVCD

The initial response of the Office of the Vice Chancellor Designate (OVCD) to the Commission's report was to compile a series of planning papers which had been prepared earlier by individual members of the Transition Work Group (more recently called the Transitional Planning Team) and to distribute them, on a very limited basis, under the title of "Draft Master Plan for the National University of Namibia." The contents of this unofficial and confidential document were also promptly published in the local newspapers. However, the views expressed in the document, many of which are individual personal opinions about the future development of the new University, were represented by the press essentially as OVCD proposals set forth in opposition to the recommendations of the Commission, thus generating a wholly unnecessary public controversy.

Official Response of the OVCD

The next response of the OVCD to the Commission's report was more official. It was expressed through the participation of its members in the deliberations of the Joint Technical Committee (JTC). This group, which was composed of five members of the OVCD, including the VCD himself as chairman and two members of the Ministry of Education and Culture, was appointed jointly by the Minister and the VCD. The major purpose of the JTC was inter alia to prepare an evaluation of the NCHE report. The result was a 56-page document listing all 184 recommendations of the Commission and indicating JTC's acceptance, revision, or rejection of each recommendation. Brief explanations were sometimes given to justify disagreement but, in general, the "evaluation" was a simple outline of recommendations either accepted or rejected. This JTC document was officially "approved" by a Cabinet sub-committee. However, a semantic question has been raised as to whether the Cabinet actually meant to approve the document or intended merely to accept it. In any case, apparently the official record reads: Approved. As with the other working documents, the JTC report also remains confidential.

Recommendations of the JTC

The Joint Technical Committee accepted the Commission's recommendations to dissolve the Academy and establish the National University of Namibia, but it rejected the separate and

simultaneous establishment of the Polytechnic. It did so for precisely the reasons which the Commission put forth to justify a separate institution. A dependent or subordinant Polytechnic, the Commission had argued, would so weaken the new institution that it would never be able to perform its essential role in meeting the developmental needs of the economy and the nation. Instead of assigning equal status to Polytechnic development, the JTC recommended that the nucleus of a new polytechnic institution should be established within the University and that provision should be made for its later development. Interestingly, the JTC argued its case for embracing and absorbing the proposed Polytechnic in the beginning entirely on the grounds of cost-effectiveness. What is needed, of course, is an explanation of how the new University might incorporate the functions of a Polytechnic in order to meet the rapidly changing socio-economic needs of Namibia as a newly independent country - and specifically what it intends to do to adjust to the technical and economic priorities of national development prior to the establishment of a separate Polytechnic.

Deeply concerned with the fact that resources available to higher education are limited and that frugality must be exercised at all levels in the higher education sector, the JTC also rejected the Commission's recommendation for the establishment of a National Council on Higher Education. It indicated that such a Council would be inappropriate for Namibia at this point in the nation's history primarily because every effort has to be made to curtail bureaucracy and curb administrative costs. In place of the proposed National Council, the JTC recommended the establishment of a University Planning Unit to be located in the Vice Chancellor's Office which would relate closely both to the Ministry of Education and to the National Planning Commission.

The Commission's recommendation for the establishment of a National Research Council produced the same concerns about an increase in bureaucracy. While the JTC agreed that the case for the Council was well-argued and convincing, it accepted the proposal "in principle" only. It recommended its location in the Office of the Prime Minister or in the Office of the National Planning Commission but at the same time, it also recommended that the bureaucracy involved had to be reduced.

As for distance education, the JTC accepted the Commission's recommendation for the establishment of the Distance Education College of Namibia but insisted that a close collaboration between the new College and the University would be essential. It recommended that a "partnership" ought to be formed which would include not only the College and the Namibian Broadcasting Corporation but the University as well - to ensure the sharing of services as may be appropriate. The JTC's approval of the Distance Education College was conditional, however. The proposed College, it observed, appeared to be over-structured.

The JTC emphasized its strong support for the Commission's recommendations concerning access and bridging courses to facilitate the entry to higher education of larger and larger numbers of Namibians. However, when taken in the context of its de-emphasis of technikon/polytechnic development in the University, its minimalist views on technical and vocational education (and related teacher training), and its inattention to outreach programs, especially for the disadvantaged populations of the North, it seems clear that the JTC has formed a very traditional and rather narrow conception of the multi-faceted preparatory courses envisioned by the Commission. The best that it could do for adults, for example, was to suggest that some equivalent of the minimum entry requirements might be devised and applied to students of mature age. The issue of "redress" was not discussed.

Concerning teacher education, in view of the JTC's firm position (originally formulated by the TWG) that the responsibility of the University should be limited to Senior Secondary Education, its responses to the Commission's specific recommendations were essentially gratuitous. Generally speaking, however, its recommendations were positive and supportive. The University's Faculty of Education will undoubtedly play a vital role in the enormous task confronting the Ministry of Education and Culture. At the moment, however, that role is very unclear.

In the area of research, the Commission had recommended that faculty research activity should be organized through small research units or clusters in faculties and departments. It also suggested the establishment of an Institute of Social and Economic Research (combining the functions of NISER and NEPRU) and an Institute for Natural Resources Research. The JTC rejected all of these recommendations and proposed instead the establishment of a single umbrella research organization incorporating all University research activities. Based on the experiences of other African universities, this "multi-disciplinary structure" is laudable but it may be unworkable in practice.

Lastly, the JTC took exception to a relatively minor recommendation of the Commission calling for temporary appointments of two years for every permanent employee of the Academy's University of Namibia following the passage of the University of Namibia Act by the National Assembly - "as a matter of good faith." Estimating that 50% of the Academy staff (i.e., 145 members) will not be employed in the new University, the JTC calculated that two-year appointments would cost the University a total of R8,000,000, whereas one-year appointments would save that amount of money. As a result, the Joint Technical Committee recommended that a provision for one-year temporary appointments for these Academy staff members should be officially adopted and written into the University Act of 1992.

Unfortunately, the assumptions leading to such a recommendation are

somewhat questionable. For example, there are no more than 250 permanent faculty positions (not people) in the entire Academy, and the number of faculty posts in the "university" only (that is, excluding those in the Technikon and COST) does not exceed 160. Also, during AY 1991 many of these posts remained vacant. Furthermore, by imposing such a short deadline for recruiting "new" faculty, the urgent need to appoint/reappoint the specialized staff required to meet commitments to continuing students over the next three years may reduce the entire matter to a non-issue. On the negative side, it could force the new University to hire incumbent faculty members who might otherwise have been replaced if more time had been provided to recruit the needed staff.

#### Government Action

On October 14, 1991, the Cabinet announced in a press release that the report of the NCHE had been "discussed, analyzed, and approved by Cabinet." Subsequently, it was announced that a Cabinet committee had been appointed, composed of the Minister of Education and Culture, Minister of Information and Broadcasting, Attorney-General, and the VCD, to "work out modalities for the implementation of the recommendations in that report and to finalize legislation on higher education." While no mention was made of the JTC, or its evaluation of the NCHE report, the Government expected that this technical committee would continue its work. In addition to an examination of NCHE recommendations, the JTC's terms of reference also called for the following:

- o "Provide a detailed outline of the necessary steps to be taken for implementing the acceptable recommendations and the priorities and time-sequence to be established in this regard."
- o "Prepare a transition plan to facilitate the smooth transition from the present Academy and other institutions to the new National University of Namibia."
- o "Other matters will be subject to ongoing consultation and will require the formulation of another transitional plan."
- o "Assess the adequacy of the physical facilities for the implementation of the recommendations."
- o "Examine the immediate and long-term financial implications of the implementation of the recommendations."

Work on these tasks had, in fact, been begun as early as last July and August - by the consultant at the request of the VCD. Based on assumptions which reflected the situation at that time, a full-blown transition plan and a complete implementation deadline date schedule were prepared for launching the new University, effective as of January 1, 1992. It is interesting to note that the time period covered and nearly all of the major events outlined in the consultant's report coincide exactly with the "Transitional Timetable" contained in the report of the National Commission.

Under the present circumstances, it would be wholly unrealistic to believe that either of these timetables could be adopted. What is not unrealistic, however, would be the possibility of adopting the basic transition plan which was presented and reviewing the specific steps which have been outlined in the deadline date schedule in order to implement that plan. New deadline dates, of course, need to be carefully and appropriately assigned. (See Stuart, W.A., Planning for the National University of Namibia, USAID project report, September, 1991.)

At the initiative of the VCD, first drafts of the critical government documents which are required in order to enact the University of Namibia bill have also been prepared. They include the contents of a Cabinet Memorandum or White Paper and various of the provisions of the University Act itself. These draft documents are currently in the hands of the Attorney General. There is no draft act extant, however, which would establish a separate Polytechnic in Namibia.

#### Current Constraints

Much of the success or failure of the new University of Namibia now rests with the Office of the Vice Chancellor Designate. Its members, under the leadership of Dr. Peter Katjavivi, bear the responsibility and burden of moving the entire University project forward. Unfortunately, the OVCD has suffered some serious setbacks, and its work progress has been hampered.

First, the image of the University has been damaged even before the new institution becomes a reality by the ill-feelings generated by the local press over the issue of government secrecy. To this date, the Government has elected to withhold the official release of the report of the NCHE. NANSO officials, NANTU representatives, Academy faculty members, news editors, and many others, including the general public, continue to express indignation that the "public" has been kept in the dark about the recommendations of a Presidential Commission of such importance. Beyond the control of the OVCD, this continuing controversy reflects unfavorably on everyone associated with the University.

Second, the University's image has been further tarnished by the

extended series of articles and editorials which have appeared in all the local newspapers charging members of the OVCD with a variety of sins. Many of the allegations have been personal and vilifying. Individuals have been described, by name, as "unqualified," "inexperienced," "incompetent," "tactless," "autocratic." The group has been criticized as having "a questionable reputation, no experience in this field (that is, university planning), and a controversial track-record thus far." In addition, the VCD himself has come in for his share of critical comment.

Third, information gathered from reliable sources confirms the fact that certain members of the OVCD have, indeed, caused strained relations with important groups and organizations in Namibia, including the Academy, FASE, NEPRU, and more than one or two representatives of the international donor community. These broken fences need to be mended.

Fourth, sustained financial support for the OVCD has not been forthcoming from the Government or from any other major source. A specific request for "start-up" funds from the 1991 budget was recently turned down by the Ministry of Finance.

#### Overcoming the Odds

Peter Katjavivi is confronting an enormous task. Although there are many cards stacked against the prompt and efficient establishment of the new University, the VCD has some important combinations and aces that he is able to play. Furthermore, the Government now appears ready to move the University project forward rapidly beginning with the introduction of the University Act in the February-March session of the National Assembly. There are several good reasons for optimism.

First, the Government recently appointed an inter-ministerial committee charged with the responsibility of resolving all the differences between the recommendations of the National Commission on Higher Education and the counter-recommendations of the Joint Technical Committee. This Cabinet committee is composed of the Minister of Education and Culture, Minister of Labor and Manpower Development, Minister of Information and Broadcasting, Attorney-General, and the Vice Chancellor Designate. Prompted by the Prime Minister, the group is committed to completing its work quickly. The Cabinet Memorandum is in first draft and ready for revision by the inter-ministerial committee, as is the draft of the University of Namibia Act. The Speaker of the House is said to be prepared to line up support for the bill. The Prime Minister has agreed to take the lead in the Assembly. There does not appear to be any organized opposition to the establishment of the University but some differences of opinion may be expressed during the course of

the parliamentary debate. The University Act is scheduled to be tabled as early as possible in the upcoming session of the National Assembly.

Second, the Ministry of Finance, Ministry of Education and Culture, Academy and the VCD have agreed on a common line-item budget procedure and a coordinated budgeting process which will expedite the merger of the asking budget of the Academy for FY 1992-93 and the supplementary asking budget of the OVCD for FY1992-93. This agreement was actually reached last August, at the initiative of the consultant. The commitment seems to have been honored by all parties. Adequate government funds for the first transition year of the University project would thus appear to be assured.

Third, despite the "bad press" that OVCD members have received, the support of the majority of the donor community does not appear to have been seriously affected. Birth pangs in a project as large and complicated as the establishment of a university, are not uncommon, and for veteran donor officials, complications are to be expected. Furthermore, the "hard core" of international donors remain strongly supportive and are still in tact:

USAID  
UNESCO/UNDP  
The World Bank  
Ford Foundation

Additional funding has also been pledged by a variety of foreign governmental agencies, private foundations, multi-national firms, and local corporations, including several business firms headquartered in South Africa.

All in all, the new University of Namibia stands a good chance of becoming a legal entity within the next two months. Since by legislative action it will thereby inherit all the facilities of both the Academy and the Windhoek College of Education, absorb the continuing academic programs of all three of the Academy's components with a total enrollment of 5000 students, and incorporate a full complement of 250 faculty members, it will also become an instant institutional reality. At the same time, it faces a transition period which is largely unplanned and unscheduled. Many critical decisions will have to be made, some of them almost immediately.

## II. ISSUES AND OPTIONS

The Government of Namibia must confront and resolve nearly all of major issues which have been highlighted, and in part created, by the report of the National Commission on Higher Education. Most of the important differences were pinpointed and articulated in the report of the Joint Technical Committee. It is now left to the Inter-ministerial Committee to make the decisions needed to enable a drafting committee to prepare the provisions of the University Act (and perhaps the Polytechnic Act) to be tabled on the agenda of the National Assembly in February or March.

For purposes of analysis, the numerous issues and options to be considered by the planners of Namibia's higher education sector can be grouped under five headings:

**Institution-building** - concerning the anticipated scope of activities of the new University; the capacity of the Namibian economy to support a higher education system of high quality; and the basic structure and organization of that system, as well as the structure and organization of the University, Polytechnic, Distance Education College, and other institutions which are discussed in the Commission's report.

**Programming priorities** - dealing with the basic educational functions of teaching, research, and community service; the special roles of pre-service and in-service teacher training, and public administration upgrading; the urgent and pervasive need for providing preparatory/access programs to facilitate higher education opportunities for all Namibians; and the priorities to be given to "education for national development," that is, to the fields of agriculture and environmental studies, business and

economics, science/mathematics/technology, and perhaps law.

Policy issues - having to do with questions of access/outreach, academic freedom, autonomy/independence, democratization/openness, affirmative action/redress, equity/excellence, and accountability.

Financial matters - concerning expense/revenue budgeting and the budget process; financial aid to students; financing higher education; and fund-raising activities.

Management issues - concerning staff development, facilities, student affairs, extension services, terms of employment, compensation/terms of employment, and internal/external efficiencies.

### 3. Institution-Building Issues and Options

#### 1. Scope.

Many of the opposing views of members of the Commission and the JTC stem from differences in perspective and terms of reference. The JTC began its work as the Transition Work Group in early 1991 and had confined its deliberations to planning proposals for the establishment and development of a new national University of Namibia, which would replace the Academy. The TWG did not attempt to determine the "needs, demands, and scope" of all of higher education. Nor did it try to design "the organization and structure of the higher education system, including the nature and location of (all) higher education institutions." Rather, the group set out to try to define the dimensions and major functions of an effective, high quality, national university designed to serve the needs of the people of Namibia. In contrast, the Commission was charged with the task of assessing the sector as a whole and of proposing an acceptable plan for post-secondary education, including the "nature and location" of the future University. The JTC approached the recommendations of the NCHE in terms of what their effect might be on the kind of university its members envisioned and were planning for in the country.

As a result, it was understandable to see JTC take the position that the establishment of a National Council on Higher Education would not be appropriate for Namibia at the present time. Clearly, it is concerned that unreasonable resource limits might be placed on the new university at the very outset. By the same token, it was also not surprising for the JTC to advocate a delay in the

introduction of a separate autonomous Polytechnic, especially when the proposal called for the formation of a new, competing institution of higher education. The Commission had failed to support its recommendation for a new Polytechnic with a financial rationale indicating that the institution would not be established at the expense of the new University. Thus, the JTC's concerns may be justified.

On the other hand, based on the "Draft Master Plan" and other planning documents prepared by the members of the OVCD, the new University is likely to be planned and launched with little or no reference to "technikon education," vocational and technical training, or to teacher education below the level of Senior Secondary. These post-secondary responsibilities would simply be transferred to the Ministries of Education and Culture and Labor and Management, being viewed as "inappropriate for a university."

The University has the option of insisting on remaining apart, "blazing its own trail," and forming formal and informal relationships and "partnerships" with the new Distance Education College, the various teacher training colleges, the new "network" of technical colleges and a new Coordinating Teacher Education Committee. Also, it could hold fast on the issue of absorbing the proposed Polytechnic in the beginning and nurturing the development of the new institution within the University. Alternatively, the University could disown its Draft Master Plan in favor of broad national higher education planning and such recommendations of the Commission that call for a National Council on Higher Education, a National Research Council, and other bodies designed to foster the development of a coherent, integrated, nation-wide system of higher education. It could also accept many of the community service functions and cooperative extension activities for the new University of Namibia which universities in other countries have found to be critical to economic development. On this fundamental issue of development, the future University of Namibia stands at the crossroads.

## 2. Capacity

The Commission acknowledged in its report that the development of higher education in Namibia "will depend on the rate of growth of the economy." At the same time, it went on to give reassurance that "there is ample room within the present education budget for the higher education sub-sector to increase its share of recurrent expenditure on education." As evidence, it cited "as an international rule of thumb that public spending on higher education in developing countries should not exceed 20% of the total education budget" and pointed out that in Namibia "expenditure of post-secondary education, including bursaries and agricultural training is not expected to be much more than about 10% of this year's education budget."

Unfortunately, the macro-economic environment of South Africa in the 1980s (which, after all, included Namibia until Independence) was characterized by low economic growth rates, dropping from 1.1% during 1980-85 to 0.7% during 1985-90. It also suffered from high rates of inflation, declining exchange rates, and chronic and rising levels of unemployment. Reflecting these trends, Namibia's growth rate for 1990 was estimated at 0.0%, its inflation rate at 12-15%, and its unemployment rate at 30-35%. This "stagflation" of the Namibian economy will have serious implications for education and, of course, for other social services. It is exacerbated by the fact that, like South Africa, the nation is one of the most unequal societies in the world, with inequality manifesting itself along racial lines. It will take many years for the distribution of income between blacks and whites to approach equalization, although since Independence the process has begun. For example, to provide equal educational opportunities in South Africa, it has been estimated that taxes would have to be raised 25% to equalize spending on education, and education would have to be allocated 42% of the national budget in contrast to the current 13.3%.

As for the Commission's 20% international rule of thumb, it should be pointed out that the Academy's subsidy from the Government has been frozen for the past four years. Moreover, average percentages can sometimes cloud the facts. In South Africa, which is not exactly a "developing" country, government spending on higher education in 1989 amounted to 19.5% as a proportion of the total education budget. But in neighboring Botswana, it was 14.1%, and in Zimbabwe, 8.7%.

The critical issue of determining more precisely the size and magnitude of the higher education system that Namibia can afford and is willing to support has not been adequately addressed - by anyone. A comprehensive financial assessment must be undertaken which, among other things, will explicate some of the agonizing assumptions about government spending which will be required to meet such competing needs as basic education, health, social welfare, and employment generation. It will also have to establish and justify priorities for the step-by-step evolution of the University and draw up a practical plan for rationalizing the development of all of higher education. In the light of the serious financial constraints it faces, the University will undoubtedly have to be "phased in" over a period of years (as the programs of the Academy are "phased out"). Determining the basic faculties and constructing the core programs of the new University, within the confines of a very tight budget, will demand expertise, good judgment, and a certain amount of prescience. Most critical will be the decisions to be made on the relative importance of the University's essential functions - teaching, research, and community/extension services.

### 3. Structure and Organization

The multiplicity of functions and divisions in Namibian higher education makes system-wide coordination an intricate process to plan. Assuming the development of a unitary structure, the problem will be to design and implement a system which is both democratic and effective and which will facilitate rationalization and the allocation of resources without depending upon authoritarian forms of administration.

The model of a comprehensive, integrated system of post-secondary education which was proposed by the Commission would permit a degree of institutional autonomy for the University and Polytechnic while at the same time enhancing the coordinating powers of the Government through the mechanisms of a National Council on Higher Education and a National Research Council. It would thereby also provide a means for making decisions concerning the allocation of resources and the expenditure of funds more politically accountable.

A number of alternative models might have been proposed which would ensure a more effective system for establishing and implementing institutional rationalization, resource allocation, and cost effectiveness. However, there appears to be remarkable agreement among all parties concerned on the overall structure proposed by the National Commission. Only in the timing of its implementation does there seem to be a lack of consensus. While urging the prompt establishment of the National Research Council, for example, the JTC would prefer to hold off on the appointment of the National Council on Education until such time as the new University (and perhaps the Polytechnic) has had an opportunity to become firmly established as an autonomous institution. Meanwhile, the University would undertake an intensive planning effort, in conjunction with the Ministry of Education and Culture and the National Planning Commission, to organize and rationalize the other components of post-secondary education.

Within Namibia's higher education sector, the imperatives of development, rationalization, and reform would seem to be most urgent in teacher education. The legacy of apartheid has left the Windhoek College of Education grossly underutilized and the teacher training institutions at Ongwediva, Rundu, and Katima Mulilo scandalously under-nourished. Equalization must be undertaken; new colleges will have to be established in such locations as Keetsmanshoop, Okahanja, and elsewhere, especially in the Ovambo region; and drastic reforms need to be introduced in the teacher education curricula and in the training programs - reflecting the "pupil-centered" reforms currently being introduced into the school system via the Ministry's Basic Education Reform Program under the sponsorship of USAID. The existence of the WCE notwithstanding, the overall quality of the best teacher training in Namibia leaves much to be desired. To address these problems, the sector could be reorganized in several different ways.

First, as suggested earlier by the WIG and more recently confirmed in conversations with the Transitional Planning Team (TPT) and the Minister of Education, a network of teacher training colleges, together with the new Distance Education College, could be established under the aegis of the Ministry which was dedicated to all of teacher education (curricula, syllabi, teaching methods, practice teaching, and applied research), both pre-service and in-service, from the earliest grades, including preschool, through Junior Secondary. Second, because the final years of public schooling are so subject-specific, teacher education for the two years of Senior Secondary, would become the responsibility of the University. To the extent necessary, supervision and control of teacher education would thus be shared by the MOEC and the new University, perhaps through the good offices of a co-ordinating committee.

However, this option for the reorganization of higher education would require that during the upcoming "transition period" in the establishment of the University, responsibility for approximately one half of the students, faculty, and programs of the present Academy would be transferred directly to the Ministry of Education and Culture. Based on the consultant's estimates of student registrations for AY1992-93 ("actual" registration figures will be completed and available next month), approximately 2400 of the 5300 students enrolled in the Academy are primary education students. Included are 200 out of a total of 450 students registered in the Faculty of Education of the University, 850 out of 1400 students in Distance Education, and all 1350 students enrolled in the "affiliated colleges." In addition, an unspecified number of junior secondary education students, as well as technical and vocational education students registered in the Technikon and COST, would also become the responsibility of the MOEC. Under these circumstances, it would not be unreasonable to expect that, as the result of this reorganization, a large portion of the Academy's operating expense budget would also be transferred directly to the Ministry.

In this reorganization model, the new University would be further reduced in size not only by the transfer of the teacher education components of COST to the MOEC but also by the simultaneous transfer of the remaining components of COST faculty, students, programs, and operating budgets to the Ministry of Labor and Manpower.

An alternative to a reorganization of this magnitude (one which would divest the new University of so many of its students, faculty, facilities, and programs) was suggested by the Commission on Higher Education in its report to the President. Instead of reducing the University, it urged that Namibia should adopt a structure similar to that utilized in many other countries and control the standards of the colleges of education, and it recommended that the national University ought to accept such

responsibility for all levels of education. By so doing, the University would, in fact, be ratifying a formal agreement entered into by the Ministry of Education, Culture, Youth and Sport in December, 1990, with the Academy. Under the terms of this contract, the Academy agreed "to accept final responsibility for the curricula and syllabi of the teacher training colleges and...exercise final quality control of tuition, examinations, and other academic activities." To supervise all of these activities, the agreement called for the formation of a Coordinating Committee for Teacher Education "to act in an advisory and co-ordinating capacity involving all sectors of the affiliation and to make recommendations on the broad training spectrum to the parties concerned with special emphasis on admissions, curricula and syllabi, practice teaching, appointments and promotions, as well as accreditation."

The Commission noted that "the Ministry seems therefore to have decided that it wishes to distance itself from the detailed control of teacher education except insofar as it is able to influence the Co-ordinating Committee by its membership thereof." Concurring with this decision, the Commission recommended that "an agreement similar to that made in 1990 with the Academy should now be made with the Faculty of Education of the University" and that the closest cooperation should be developed between the Faculty of Education and the Ministry, especially the Ministry's National Institute of Educational Development (NIED). Moreover, it suggested that the Ministry's current plan for NIED development should be reconsidered - that this new policy development unit (and the new College of Distance Education) ought to be located on or near the new University campus not only for reasons of economy and efficiency but to encourage closer cooperation with the University's Faculty of Education in the areas of curriculum development, teacher education, language development, educational research, and in the uses of the Education Library.

A third reorganization model for Namibia's higher education system also needs to be seriously considered. Falling conceptually in the "middle ground" between options one and two described above, this third option would introduce a different conception of the essential nature of a "university" than the one that now exists either in South Africa and in most other African countries. Unlike the Commission's commonwealth conception, the new University of Namibia would not be established as one of the autonomous components of a large, fragmented, and rather bureaucratic system composed of two major autonomous units, a separate College of Distance Education, a network of teacher training institutions under the MOEC, and an additional network of technical colleges and institutes under the Ministry of Labor and Manpower Development. Nor would the new University be built on the limited remains of the University component of the Academy during a period of "transition" while that institution was stripped of all assets previously devoted to the support of primary teacher education and

vocational/technical training programs which would then be transferred to the Ministries of Education and Labor.

Rather, the new University might be established as the top tier of a simple two-tier system of higher education for the entire country. As Namibia's national university, it would become the center of instruction, applied research, and community/extension service of the highest quality. It would provide degree programs to serve the urgent needs of the country for trained, competent, and well-educated professionals, especially in sectors requiring development, such as agriculture, primary and secondary education, government, health, and business. It would conduct research on socio-economic development and public policy issues, such as land reform, rural development, marine science, natural resource management, and public health. It would also emphasize practical, applied research in such areas as curriculum development and teaching methods (in support of the reform of basic education in the schools) and conduct pre-service, in-service, and re-training programs for the MOEC. It would educate and train Namibians for government service. It would work with business firms, management groups, and labor unions and become a resource for research, development, and continuing education of personnel. It would offer an array of undergraduate degree (and perhaps diploma) courses but would not offer lower level diplomas and certificates or narrow, vocationally oriented courses. However, it would provide cooperative extension services to farmers, families, local businesses, and fishermen.

A second tier of institutions - "comprehensive colleges" - would continue the functions of both the Technikon and COST, and in addition, many of those of the teachers colleges and technical colleges. They would offer diploma and certificate programs and undertake problem-focused research. They would be organized into multi-campus centers or colleges, each incorporating a geographically proximate cluster of existing institutions. The first such comprehensive colleges might be established at Windhoek, Rundu, Katima Mulilo, Ongwediva, Okahandja, and Keetmanshoop. Once constituted, these regional colleges would establish themselves as centers to provide:

- o Language instruction, especially English
- o Technical, artisan, and agricultural training
- o Literacy and numeracy
- o Civics and citizenship training
- o Entrepreneurial training
- o Access, bridging, and transfer programs
- o Vocational and career guidance
- o Cultural programs - music, art, dance, theatre, etc.
- o Public health programs
- o Special local interest workshops, e.g., child rearing, problems of the handicapped, changing roles of women,

etc.

Similar to the North American community college, these regional comprehensive colleges should be designed as unique Namibian institutions. Interestingly, in South Africa a similar type of institution is being called an "Edukon." Also, the Education Foundation has been vigorously promoting the establishment of community colleges throughout the Republic. Properly rooted in the community, a comprehensive college located in, say, Rundu could become an effective vehicle through which any Namibian, regardless of race, gender, age, or academic background, might progress to enter a local program of teacher education or technical training or to gain admission to the University.

This two-tier system of post-secondary education would promote a realistic reallocation of space, plant, and facilities to allow existing Namibian institutions to be utilized in a much more efficient, cost-effective fashion. It would narrow the gulf between academic and technical/professional education. It would facilitate articulation between levels of education and enhance the development of the kind of comprehensive integrated system in which the National Commission put so much store. It would enhance the stature of the teaching profession, government service, and other professions.

On the other hand, it would eradicate the institutional identity of a "technikon" or "polytechnic." Based on the experience of such countries as Canada, the increasing demands of local communities for an expansion of their comprehensive colleges and their national university could also accelerate quickly and reach well beyond affordable levels. However, this simple two-tier structure offers one of the best ways of addressing the issues of access, equity, and excellence head-on.

## B. Program-Priority Issues and Options

### 1. The Primary Functions of the New University

To say that one of the primary functions of the new University of Namibia is to teach students would appear to be reiterating the obvious. Yet it is precisely in the area of teaching that the most fundamental differences in philosophy and practice are manifested among educators in the academic community. In Namibia's case, these differences are rooted in the historical setting of the development of higher education in South Africa, of which "South West Africa" was a part. That system was developed in an era when it seemed inconceivable to white South Africans that any people other than themselves could undertake the tasks of government. It was heavily influenced by the political and ideological

requirements of Afrikaaner nationalism, British anglicization, and Black africanization. Afrikaner rector, having the strongest influence, believed that their goals were to instill loyalty to the state, dedicated citizenship, and service to the community. They saw their role as part of a larger national community, defined by language, culture and race, one aspect of which was the adoption of rigid policies of racial exclusion. The English-medium universities, guided by a slightly more liberal vision of the purpose of higher education, began to enroll a few black students (most of whom were Indian or Coloured) as early as the 1930s. By the time the 1980s arrived, the shortages of skilled labor and the adoption of reform programs recognizing the importance of black South Africans in the major cities prompted changes in the policies of strict apartheid. Black enrollments at white universities began to expand and black institutions, the creations of the homeland governments, took their first tortuous steps toward legitimacy and political autonomy.

It was during this decade that the Academy was established in Windhoek, as a desegregated institution but also as a counter to the new United Nations Institute for Namibia (UNIN) in Lusaka. However, the national goals for higher education were dominated, like everything else in South Africa, by the separation of the races. The primary objective was to educate/train the white population at the highest possible levels. Highly skilled jobs in business and government and education were reserved for whites. Conversely, the African population was disfranchised, deprived of a proper education, and "relocated" or otherwise isolated. Education in the black schools was for laborers, not highly skilled, well-trained workers who would be needed for a modern, technological society. The Government in Pretoria had concluded that South Africa did not need black labor in highly skilled, technological positions.

With Independence, the national goals of higher education of Namibia are changing. It is clear, in fact, that new national goals will be emphasized. But what is not clear is whether or not the basic philosophy of teaching will change, or whether the methods of teaching will be improved.

The National Commission pointed out the under the old South African dispensation, education at all levels was "examination-ridden," that standards were measured by examination failure rates, and that the best talents of successive generations of Namibians had been and were continuing to be squandered. In the name of standards, black Namibians were actually being deprived of an education - in line with South African national policy. The question that arises is whether the planners of the new University are deeply committed to the kind of reform that will re-define teaching to mean the "guidance of learning activities" instead of "professing" academic subjects," or that they are ready to place emphasis on "student-centered" learning rather than on formal lecturing, tutoring, and

examining. This traditional, rather authoritarian approach to education is partly an inheritance from the continent's colonial past. But it is also the result of a stereotyped conception of education that has been institutionalized and romanticized in the standard British Commonwealth model and which is to be found in virtually all African universities south of the Sahara. Few African education planners have been exposed to any other model. Nor have they had the experience of teaching in a different kind of institution. Thus, the introduction of innovative or experimental teaching practices, such as "hands-on, do-it-yourself" approaches or "case study" methods, are likely to be regarded as radical. The furthest the Joint Technical Committee has been willing to go is to agree that there is a need for institutions of higher education to re-examine their teaching philosophies in order to maximize student success.

Secondly, if the basic question of teaching, or rather "teaching philosophy," has become a controversial issue in the current planning for the new University, the requirements and options connected with university research are generating even greater differences of opinion. First and foremost is the issue of basic versus applied research. Many believe that the University of Namibia must undertake to serve the community-at-large by undertaking the kind of "applied" research which bears directly upon the needs of the people and by extending the investigative services of the University beyond its main campus in Windhoek through community service and extension activities. They are convinced that the University has a special obligation to bring to bear the resources, knowledge, and expertise which are available only at a university upon the social and economic problems of Namibian society. The new University, they feel, must define its research goals and objectives primarily in applied terms. It must seek to generate and disseminate new knowledge and useful information to assist farmers, small business people, rural communities, and families.

Many other planners believe that the University's reputation, and its future success, will depend upon its achievements in "basic" research, upon the scholarly publication records of its faculty members, and upon the prominence of its scholars in international and regional conferences sponsored by the recognized professional organizations in the various academic disciplines. They believe that such research has a bearing on applications but that such efforts should attempt to add to world knowledge - in the arts and humanities, and in the physical, biological, and social sciences - and to contribute to a better intellectual understanding of the human condition. Ironically, for many Namibians, these traditional scholarly ideals overshadow all other goals and objectives in higher education simply because they represent the kind of academic activity that Africans were denied by their white colonial masters. Such lofty aspirations are therefore understandable, but devoting too many resources to esoteric and theoretical research can be

costly.

Next, there is the issue of the organization and management of university research. The National Commission, as noted above, recommended that research activities ought to be conducted through units or groups of faculties and departments. It also recommended the establishment of two institutes, one devoted to social and economic research, the other to natural resources research. Disagreeing with this approach, the JTC planners would like to see all university research activity organized, supervised, and financed under a single University Research Institute. The purpose of such a unitary structure would be to establish comprehensive University-wide research policies, assist in the financing of research consistent with those policies, and stimulate the development of multi-disciplinary research projects which are so badly needed in Namibia today. As NGOs, international government agencies, and other potential sponsors of university research come forward with various proposals, an early resolution of this issue will be required.

Finally, there is the issue of individual versus team research, the latter sometimes being referred to as "inter-disciplinary" or "multi-disciplinary" research. The desirability of group research, the importance of its application in the solution to complicated social, economic, biological, etc. problems, and the success it has enjoyed in large government-sponsored projects in the U.K., U.S, and Europe all contribute to its attraction. But in most universities, its success is very limited. Project research of this type is almost completely dependent on outside sponsorship and funding. Internally there are few incentives, either financial or academic, for "teaming up" and working in areas peripheral to one's own discipline. The best that planners can hope for, in the consultant's experience, is the collaboration of two, sometimes three, colleagues in the same or closely related fields.

Thirdly, there appears to be a growing awareness that the new University must build a strong base for the support of cooperative extension services in the broad areas of agriculture, food science and home economics, small business development, natural resource management, and the like. The basic issue that has arisen is how that awareness is to be translated into action. The National Commission recommended that the University should establish a Center for Extension Studies "to co-ordinate its non-formal outreach to the nation at large." This activity was considered important enough for the Commission to recommend, in addition, that the proposed Center ought to become a part of the Office of the Vice Chancellor. The Joint Technical Committee agreed.

Some planners, taking a more traditional view of such activities ("adult education," for example), would organize seminars, conferences, and workshops in Windhoek and perhaps in Rundu, Oshakati, etc., inviting people to sign up and participate in

presentations and discussions. Even short courses might be set up. The emphasis, however, would be on providing formal and non-formal opportunities for students, including adults, to come to the University. There is a reluctance on the part of some planners about establishing centers or stations in rural areas. In their view, whatever communication may be required can be accomplished through the Distance Education College, perhaps working in close collaboration with the Center for Extension Studies. They are convinced that such decentralized activities do not belong in a university.

The alternative approach, one which is championed by a few other planners, would go to great lengths to bring the University to the people - to their communities, their farms, their local governments, their children, and themselves. Field research projects would be developed. Special training would be provided for extension specialists, agricultural agents, and other university "experts" who would be located in the field. State-of-the-art communications systems would also be established to facilitate the dissemination of useful information, both technical and professional, to specialists and to a wide variety of constituencies throughout Namibia, especially in the North.

It would be helpful if a small delegation of Namibians were given an opportunity to visit one or two of the land-grant universities in the U.S., and also to familiarize themselves with the activities/workings of a number of agricultural experiment stations.

## 2. The Special Role of Teacher Education

It should be recalled that well over 50% of the Academy has been and continues to be devoted to the training of teachers, mainly primary school teachers. In South African parlance, prior to Independence, this meant that it was "owned" by the Department of Education and Training in Pretoria. For both primary and secondary teachers' diplomas, Academy staff and students had to comply with the prescribed syllabi set forth in detail by the DET. They, together with the Windhoek College of Education (for whites) and the other teacher training institutions (for Blacks), were responsible for producing nearly all the teachers for the school system. The exclusionary policies of the DET were closely and rigidly adhered to by the Academy's Faculty of Education which earned a reputation for maintaining "high academic standards" and for being strict enforcers of DET directives. However, in 1991, UNESCO found that over 80% of the teachers in Namibia were either "unqualified or under-qualified."

The reform of the school system and of teacher education (both in-

service and pre-service) which as been undertaken by the Minister of Education and Culture, Nahas Angula, is daunting beyond belief. Nevertheless, with the assistance of USAID, UNESCO, UNDP, World Bank, ODA, SIDA, et al., important first steps have been taken. Despite the fact that the Academy will soon be taken over by the new University, its Faculty of Education (which has been virtually replaced since Independence) has been largely ignored in this process. Furthermore, the JTC has indicated that the new University probably ought to play only a limited role in the educational reform movement, restricting its involvement to the senior secondary education and presumably to teacher training and curriculum development at that level. Somehow, however, the University would also have to concern itself with technical teacher education reform under its Polytechnic division. With no firm convictions in these matters, the JTC would apparently be willing to wait for joint committees to be established to ensure the necessary co-ordination between the University and the MOEC. The supervision and control of teacher education would thus become a shared responsibility.

In an area of such importance to educational change in Namibia, there are no major issues which anyone (except the Academy) believes are serious enough to warrant discussion and resolution at the present time. On the question of what will happen to the budgetary support currently being provided by the MOEC to underwrite teacher training in the Academy when one half of its program operations are gradually phased out by the University, no one has addressed the issue. But, at the same time, no one seems concerned.

Regarding the concomitant issue of who should be responsible for educational research, there seems to be agreement between the University planners and the Ministry that the development plan for the National Institute for Educational Development (NIED) should not be reconsidered, as recommended by the National Commission. Instead, NIED will proceed, as planned, to become the policy, curriculum development, teacher education, language development, and educational research arm of the Ministry. It will presumably be entirely staffed and financed by the Ministry but it will also work closely with the Education Faculty of the University. However, university research, the consultant was informed, should not be concerned such applied questions as "what happens in a classroom" or "what is being taught in school." "These are matters for the Minister to decide."

It is interesting to note that recently an unclear "gray area" has appeared in the neat division between the teacher training responsibilities for senior secondary and junior secondary education. Both levels are subject-specific, it has been pointed out. But more important, the Commission emphasized in its report that in many developing countries, control over teacher education rests with the national university. It also cited the Ministry's

earlier decision to distance itself from direct control over teacher education and to delegate that responsibility to the Academy. Also, it recommended that the current agreement between the Academy and the Ministry be confirmed later between the Ministry and the new University. The result is that the JTC has asked the Inter-Ministerial Committee for "clarification." The University could, therefore, become responsible for all of secondary school teacher education.

### 3. The Special Role of Public Administration

Receiving little or no attention from the Commission or the JTC, the education and training of Namibia's public servants has nevertheless been recognized as important by the Prime Minister. A modest training program was established in the Office of the Prime Minister not long after Hage Geingob was named to the position. The NCHE report, however, made only passing reference to it.

Namibia has adopted one of the most progressive, democratic constitutions in Africa, but the various members of the new government, both old and new, have had no experience in conducting the public affairs of the nation under such an instrument of government. Moreover, since Independence, a generous policy of national reconciliation has kept most ministries, departments, and agencies in tact. Thus, only at top policy-making levels has there been a change of personnel in management and control. The old centralized infra-structure remains as it was.

As an integral though distant part of the Republic of South Africa, "South West Africa" was ruled from and by Pretoria under strict principles of apartheid. In former times, it was governed under rigid colonial rule, much of it military. As a result, there has been no tradition of democratic representation or democratic government in Namibia's entire history. The need for the new University to provide instruction, training, research, and community services in the basic precepts and practices of democratic government at all levels would seem to be overwhelming and compelling.

Two options are open. The Government could decide to retain its "institute of public administration" in the Prime Minister's Office and call upon whatever expertise might be made available in the University and elsewhere to assist in the orientation, training, and up-grading of public servants, as needed. Whether such in-house training is an appropriate function for the Prime Minister to incorporate into his Office is irrelevant. The institute would be meeting a vital need of democratic government.

Alternatively, the Government could opt for the establishment of a new professional school of public administration in the new University of Namibia, either as a free-standing institution or as

an integral part of a combined school of business and public administration. In either case, the school should probably be a degree-granting institution offering undergraduate, graduate, and continuing education courses designed for aspirants to government service, mid-career specialists, and veteran public servants. Equally important, however, the school could offer training courses, workshops, seminars, etc. to newly elected and newly appointed officials in the municipalities and other agencies of local government. The emphasis would be on participatory government and the application of democratic principles, policies, and practices at grass roots levels. In addition, the school could conduct policy studies, public sector assessments, and undertake other research activities at the behest of the Cabinet, the various Ministries, and any of the committees of the National Assembly. At the same time, considerable effort could be expended in field research, in ascertaining the needs of families in local communities, in determining the "will of the people" through sampling and polling techniques, and in sampling public opinion on a wide variety of controversial issues. Finally, the new school could coordinate the various staff development programs undertaken in the Ministries and the other agencies of government, including the advanced training of officials in the universities of the U.S., U.K., Europe, and other African countries - South Africa, in particular.

A third option might also be considered, one which is more modest, less ambitious, and far less costly. The new school of government might be formed and launched as a "joint venture" of the new University and the Office of the Prime Minister. It would be designed to serve essentially as the training/research arm of the central government, and be constituted as a semi-autonomous unit within the University wholly financed by the Government directly. With no tradition of academic freedom, however, such an arrangement could lead to much sycophancy, irrelevant research, and a considerable amount of servility. Its usefulness as an academic enterprise would be severely limited.

#### 4. Academic Development/Support Programs

The National Commission placed great store in the introduction of access, bridging, preparatory, and enrichment courses to facilitate the entry of larger numbers of Namibians into the University, the Technikon, the teacher training colleges, and the technical institutes. The JTC concurred, but reluctantly.

The fact is that the National Commission is absolutely right! "Access courses" of this sort represent the only hope that most Black Namibians have if they are to receive and complete a university education. What is needed, however, is basic "university" reform - reform which changes the way Namibians and other Africans think about universities, and which focuses not on

the "standards" that black students have failed to attain and which relies upon the secondary schools to supply only those students who achieved those standard (and passed their matrics). Rather, the focus should, more appropriately, center on "students," including those who have not met those standards, and involve extensive participation on the part of regular university faculty. To meet the requirements of all Namibian students, both Black and white, the need is for flexible curricular offerings in English (language, not literature), mathematics, science (the laboratory sciences, that is), and study skills. In addition, extensive "student support systems" of all kinds should be mobilized: diagnostic testing, remedial learning facilities, tutoring, computer-assisted instruction, mentoring, etc. It is this kind of innovative, student-centered program that needs development, encouragement, funding, and broad-based support.

It should be noted that this basic concept of education is entirely consistent with the "student-centered" approach adopted by the USAID-sponsored Basic Education Reform project which is currently getting under way in the Ministry of Education and Culture.

##### 5. Developmentally Relevant Programming

One of the important lessons learned by the consultant in his earlier assignment in Namibia, which has now been reinforced by this up-date assessment of the development of the University of Namibia, is a sobering one. While the availability of government funds may fluctuate and change, and while the conditions under which outside assistance (from USAID, SIDA, DAAD, ODA, etc.) may be altered and modified, the basic needs of the University and higher education at this point in Namibian history are so compelling that they will not change in any fundamental way for many years to come. With Independence has come the opportunity to begin the process of dismantling the appalling apparatus of apartheid. Attention should therefore be focused on the kinds of institution-building mechanisms which are suggested and outlined above. Because it would appear that the University will, in fact, be built on the same foundation and framework that has supported the Academy's University, Technikon, and COST, as well as the Windhoek College of Education and the other teacher training colleges, that attention needs to be centered, first, on the reform of racially based, male-dominated administrations, faculties, curricula, and research activities. Next, a different set of priorities must be established, and a new, more appropriate kind of instructional and research programming must be instituted. These new programs will succeed, however, only to the extent that the Government and the University have laid a proper non-racial, non-sexist institutional base for their development.

Coming from common educational backgrounds steeped in British-Commonwealth-style traditions which are prevalent in most of

southern Africa, it is not surprising that the members of the National Commission on Higher Education and the Joint Technical Committee were in virtual agreement on the Faculties which should be established by the University at the outset. Their recommendations were as follows:

<u>NCHE</u>	<u>JTC</u>
Agriculture	Agriculture/Natural Resources
Arts	Arts & Humanities
Education	Education
Medical/Health Sciences	Medical/Health Sciences
Science	Natural Sciences
Social/Economic Studies	Social/Economic Sciences
	Law
	Media Studies

In their common view, "structure" comes first - as do the academic programs to be offered by these faculties. "Links" provide the means whereby the established faculties will respond to the education needs of the society. Included would be linkages to the Conservatoire, English Language Center, Center for Extension Studies, Distance Education College, and the colleges of education. Even the establishment of the "access" program, considered so essential by all concerned, would have to be fitted into this universal structure. Ironically, while the Academy has been roundly criticized for its past, and is now considered an anathema, it utilized the same faculties to pursue the policies and practices of apartheid. In fact, because of commitments which have been made to continuing students in the Academy, it is likely that few changes in either departmental structure or the programs offered will be made when they become part of the University. The Academy's University faculties consist of the following:

Arts/School of the Arts  
Education  
Science/Mathematics  
Health/Social Work  
Economics/Management

Only agriculture has no separate faculty. An agricultural program, however, is offered in the Technikon.

Despite these constraints, genuine reform need not be reflected in structure or in the titles given to degree, diploma, and certificate programs. Rather, reform needs to be expressed in terms of academic programming which is predicated on a continuous assessment of Namibia's developmental needs, and policy-making which is dedicated to re-orienting a society which has been distorted by South African mismanagement and European colonial rule.

There is, in fact, increasing awareness that new program priorities

must be drawn up. However, new programs cannot be drawn up in isolation. They must be formulated in the context of a hard-headed appraisal of the financial capacity of the nation to bear the burden of a system of higher education as large and complicated as the one envisioned by both the National Commission and the JTC. In addition, new asking budgets must be built on knowledgeable, realistic estimates of costs - to the University and the Government. Finally, assessments must be made of the importance placed on (1) ridding the University of the stigmatic vestiges of apartheid and (2) championing the cause of national development.

Promoting national development means, in simple terms, giving top priority in resource allocation, academic programming, staff development, student recruitment, and public relations to "developmentally important subject areas." Based on the consultant's recent experience in Namibia and South Africa, the critical areas for Namibia include: basic education and teacher training; business and economics; public administration; agriculture and environment studies; and science, mathematics, and technology. Giving each of these areas the breadth and depth needed for the achievement of excellence, they should be grouped around a "core" of art and science disciplines which are central to the University. Proposals which are tied to the twin goals of eradicating all expressions of apartheid and advancing Namibian national development should be encouraged and rewarded. Those tied to other objectives, laudable as they may be, should receive less consideration.

Clearly, these are issues raised by the consultant. They would generally not be regarded as issues by members of either the NCHE or the JTC.

### C. Policy Issues

Perhaps the most compelling challenge facing Namibian higher education will be how to achieve both equity and excellence. This challenge - which incorporates the major policy issues of access, retention, and success; academic freedom, autonomy, and independence; democratization and openness; affirmative action and redress; and accountability - requires the diversification of the new University and all other institutions of higher education in ways which reflect the diversity of the population of the "new Namibia." At the same time, the University will be expected to establish and maintain high standards of quality in admissions, instruction, research, and community service. Dedicated to the advancement of local, regional, and national development, it must also commit itself to excellence and equity.

## 1. Access

Namibia's education system faces dramatically changing demographics. Even without the benefit of updated statistics on student population projections, the Basic Education Reform program launched by the MOEC will create truly massive demands on higher education, in a calculable number of years, that must be planned for now. For some planners, access means quantity. As a matter of policy, they would develop standard programs not only for the traditional school leavers but also for adults, special students, and the general public. They would increase access by introducing "special action admissions programs", typically stipulating that a certain percentage of entering students should be admitted on the basis of their potential rather than their matric scores. They would institute cooperative programs with the secondary schools to assist in school reforms calculated to benefit all college- or university-bound students. They would champion preparatory and bridging programs, and strongly support the early establishment of the English Language Center. They would insist on the establishment of academic development, support, and enrichment courses in the University. And they would promote collaborative projects in such basic disciplines as science, mathematics, and English (writing, in particular) to improve and build upon secondary school preparation for all students, young and old, rich and poor.

They would exploit the utilization of the Distance Education College to the full and perhaps initiate joint cooperative programs with UNISA and VISTA in South Africa.

Such planners would also provide access to higher education through open-admission institutions (such as the "comprehensive colleges" suggested above) which would be located in or near their local communities. Even as demographic pressures intensified, they would provide opportunities for more and more black Namibians in rural areas and for increasing numbers of low-income students.

## 2. Retention and Graduation

For African students in South African institutions, including those in Namibia, the maintenance of high standards has meant "failure" and thus exclusion. The "success" rates of Blacks have been appallingly low. Adopting a policy of improved access, however, means that retention and graduation are equally important as admissions. Planners must also provide the necessary support systems of counseling and tutoring to ensure a high degree of success. Thus, they would introduce a major expansion of remediation for new entrants to the University. They would address the underpreparation of students in various ways, offering courses and services designed to raise competency levels to enable them to complete regular university courses satisfactorily. As in preparatory and bridging programs, major emphasis would be on

mentoring and counseling in English writing, mathematics, science, and study skills. Resistance to these approaches in support of equity revolve around the misgivings of other planners who feel strongly about maintaining academic standards or "excellence" while making exceptions to standard accepted policies and procedures.

### 3. Academic Freedom and Autonomy

Academic freedom is the corner stone of successful universities. Broadly speaking, it protects the rights of scholars to pursue knowledge wherever their investigations may lead them, and to express views - however outrageous - in the conduct of critical enquiry without fear or prejudice, and free from the intrusion of the state or other "outside" interest groups. Academic freedom has been extended to administrators, students, and others as members of the same academic community, but without the same broad mandate. It is normally guaranteed to the institution qua institution in the legal act of incorporation, whether by charter or by legislation.

For planners of the University of Namibia, academic freedom has been taken essentially as a "given." The matter has not been overlooked or ignored. Rather, with input from the Ministry of Justice, they are convinced that the independence of the new nation University is protected and made secure under the terms of the Constitution. The current draft of the proposed University Act states flatly that the new University of Namibia will be "an autonomous educational institution." Moreover, there is specific reference to Article 21.1b of the Constitution which guarantees "academic freedom in institutions of higher learning."

At the same time, the NCHE and JTC seem to be in agreement that oversight responsibility for the new University should be included in the comprehensive portfolio of the Ministry of Education. Among other things, this means that the University's annual asking budget and its capital budgets will be referred to and channeled through the MOEC. However, in negotiating those budgets, the University together with the MOEC, will both be dealing directly with the Ministry of Finance in the preparation of the education section of the Government's budget submission to the National Assembly. The question arises as to whether such close cooperation in the preparation of what is, in fact, the budget of the Ministry of Education represents the actions of an autonomous institution.

### 4. Democratization and Openness

In certain respects, a University is not and cannot be a democratic institution. The quality of a given piece of research, the value of a particular monograph or journal article, the effectiveness of an instructor's classroom teaching, or the promotion of a junior

faculty member are not matters to be determined by popularity polls, votes of the faculty, or "public opinion." These are arbitrary decisions made by accepted authorities following rather traditional academic rules and procedures.

On the other hand, in public institutions like the University of Namibia, there are expectations that, in many other respects, democratic representation, democratic participation, and democratic rules and procedures will apply. Thus, the NCHE and JTC are in agreement that measures must be taken to ensure broad representation on the University's Council, including faculty, students and the public, that students should be included on other important decision-making bodies, that "advisory committees" should be established in designing professional/technical programs, etc. Issues connected with decentralization, however, have yet to be examined and resolved.

### 5. Accountability

Five or more years ago, as the universities throughout South Africa began to receive major cuts in their government subsidies, they were also given considerable autonomy over the conduct of their own affairs. In Namibia, the Academy was included in this retrenchment program just as Independence was achieved. Since Independence, the Academy's subsidy from the Namibian Government has been frozen at approximately R 26,000,000 and its total operating expense budget has remained at around R 35,000,000. As a consequence of these financial cut-backs, normal academic accountability has lapsed. For the Academy, this "freeze" has lasted for the past four years, and in the minds of some people, it has mistakenly been interpreted as increased autonomy.

As a publicly supported institution, the new University of Namibia will have a special relationship with the Government. On the one hand, the University will be required to demonstrate the effectiveness and appropriateness of the programs and the services it renders to students, the public, and the Government. For its part, the Government will have the responsibility to monitor University expenditures and programs (through both the Ministries of Education/Culture and Finance) and the obligation to provide adequate funding to permit the University to operate effectively. The Government is also mandated under the Constitution to permit the University maximum autonomy so that it can fulfill its mission without undue governmental or other interference.

As vital as the requirements of academic accountability and institutional autonomy are to the future of the University, detailed consideration of the issues involved in establishing and cementing this mutual relationship with the Government has had to be temporarily postponed by the planners of the University. However, in different contexts, both the NCHE and JTC have insisted

upon certain aspects of accountability which eventually will have to be systematized. For example, there is agreement on the need for periodic peer reviews of academic programs, appropriate uses of external examinations, clearly defined criteria for faculty appointments, promotions, and terms and conditions of employment, and the like. Once the Council and Senate have been established, of course, these bodies will contribute significantly to the University's academic accountability by clarifying and making consistent the standards, policies, and regulations of the institution.

#### 6. Affirmative Action and "Redress"

Applying affirmative action and redress policies to the admissions process in order to provide "access" to higher education for increasing numbers of Namibian students was discussed earlier, and important issues were raised. Applying the same principles and policies to the faculty/staff appointment process raises equally important issues.

There is no doubt that the University should adopt and vigorously pursue its affirmative action goals with particular attention to the proportion of women and black Namibians in its ranks, especially at senior levels. In the view of some planners, however, Namibianization means Africanization - a position which has already proved controversial because it allegedly represents South African racism in reverse. Still, it has been argued that redress, written large, should apply to all black Africans, even all Blacks, because all have suffered under white domination in one form or another and all deserve compensatory action under an affirmative action program. Other planners, more concerned about providing opportunities for Namibian nationals, are critical of all "foreigners," white and Black, who are likely to be appointed to the University and will be assuming responsibility for decision-making which ought to be reserved to Namibians. Clearly, the status of "permanent" appointees to the University needs to be clarified, as does the role of "expatriates." And, of course, affirmative action policies must apply. Interestingly, 80% of the present faculty of the Academy are classified as "Namibians," and the bulk of these staff members are whites.

The importance of administrative and faculty staff development programs is fully recognized and supported by all planners, by the Government, and by all donors. Most are agreed that long range programs will be required to assist junior faculty through doctoral study.

#### D. Financial Issues

The new University's ability to carry out its task of organizing and establishing itself in accordance with the provisions of the University Act during a Transition Period of two to three years will depend upon its ability to obtain sufficient financial resources and to allocate the resources it receives from the Government and other sources among the various operations over which it will assume control. Within a matter of weeks, the Academy will no longer exist as a legal entity; its programs must be phased out as the programs of the University are phased in. Its faculty must also be phased out as the new University's faculty (most of whom will likely be drawn from the Academy) is phased in. As for the Academy's administrative and support staff, nearly all are expected to be rehired as University employees in one post or another. In view of the commitment made to Academy students that they will be able to complete the programs in which they are enrolled, this continuity of faculty and staff will enable the University to fulfill its obligations to the letter. At the same time, it will make it much more difficult to bring about the programmatic changes and policy reforms which have been projected by the Vice Chancellor Designate without the influx of substantial amounts of additional funds. The financial issues are critical and, at this point in time, most of them remain unresolved.

For purposes of this analysis, the major questions concerning the future fiscal condition of the University can be grouped as follows:

- o Expense budgeting
- o Financial aid to students
- o Financing the University
- o Fund-raising plans

#### 1. Expense Budgeting for FY 1992-93

The budget process for the University will be similar to that conducted by all the Ministries of the Government. Because the University's asking budget will be submitted as an integral part of the MOEC budget, the schedule for its preparation will parallel and must be coordinated with the Ministry's timetable. However, the fiscal year of the Government does not coincide with the planned academic year of the University (March - February). As a result, financial planning will proceed at different times of the year. Complicating the matter is the Academy's FY/AY (January - December) which will require a special adjustment in the budgeting process during the Transition Period, especially for the preparation of the initial "merged budget" for FY 1992-93. As it is, the beginning of the Academy's AY 1993-94 (to accommodate students in their continuing courses) will have to be delayed from January 1st to March 1st, 1993, to conform with the University's new academic year.

Experience shows that the University should begin preparing its

budget approximately one year before the Minister of Finance is scheduled to submit his budget to the National Assembly. Thus, at any one time, the University's budget office will be closing the books on the year concluded, dealing with problems arising in the current year, and consulting widely with the Distance Education College, teacher training colleges, technical colleges, and in the beginning, the defunct Academy, as well as later, the Polytechnic.

For FY 1992-93, on an earlier recommendation of the consultant, and with the concurrence of the Ministry of Finance, the Academy's Financial Office adopted a line-item method for determining its budget. This recommendation was prompted by the fact that the Academy had previously prepared its asking budgets in accordance with the elaborate instructions provided by the Department of Education and Training in Pretoria for financing all higher educational institutions in South Africa based on the so-called SAPSE 110 Formula. The Academy's asking budget for FY 1991, the first to be submitted to the Government of Namibia, was rejected out of hand by the Ministry of Education and the Ministry of Finance, and the subsidy was frozen at the previous year's level. The amount of that annual subsidy has not changed since.

At the same time, a separate asking budget has been prepared to cover the anticipated expenses of the new Vice Chancellor's Office and the introduction of several new programs designed to facilitate operations during the initial year of the Transition Period. This budget, which was also prepared utilizing the same line-item method, will facilitate the merger and adoption of a single operating budget for FY 1992-93 and the prompt approval of adequate funds to launch the University on schedule.

Preliminary budget negotiations on the part of members of the OVCD have proved somewhat disheartening. Requests for capital funds to cover certain repair costs at the Windhoek College of Education (the University's new Main Campus) have been put on hold. Interestingly enough, these cost estimates had been obtained by the National Commission on Higher Education during the course of its investigations in Namibia. Also, a proposal for the introduction of a major "access" program for 1000 Namibian students wishing to enter the University beginning in 1992 was also turned down. Apparently, until the new University has been established under Namibian law, it will continue to be difficult for the OVCD to obtain funds or to secure firm financial commitments from the Government. Meanwhile, the OVCD has solicited advice from the Inter-Ministerial Committee on a number of important issues affecting the budget.

Still open for discussion, for example, are questions of: salary increases, salary scales, fringe benefit packages, adjustments for inflation, compensatory adjustments for past "frozen" budgets, tuition rates for "Academy students in the University," repair and maintenance cost coverages, and many more rather crucial budgetary

items.

## 2. Financial Aid To Students

Providing financial aid to students who aspire to higher education and a University degree is more a matter of equity than it is a question of budget - as expensive as student aid may be. On this thorny issue, the JTC has asked for specific advice from the Cabinet. For some planners, the Government must guarantee enough student financial aid to meet the difference between the ability of a qualified student and his/her family to pay for higher education and the cost of attending the University - or the Polytechnic, or a teachers or technical college. Thus, for the very needy, student fees must be kept as low as possible. The Government must also be prepared to increase aid to keep pace with enrollment growth and raise maximum awards to keep up with rising costs. Over-reliance on bursaries or loans, as opposed to grants, must also be addressed. Particular attention must be paid to older, part-time black Namibian students, especially women, who have been disadvantaged and denied an education in the past and who desire to pursue a program of higher education. Other planners, with agonizing reappraisal, would sacrifice these "lost generations" for the sake of the younger men and women who are now now growing up and being educated in a new independent Namibia. Only in a democracy can such a fundamental and painful decision be made.

The question of providing financial aid to students to pursue advanced degrees in universities in Europe, U.K, U.S., and other African countries, particularly in South Africa must also be addressed. Most valuable and useful would be scholarship and fellowship assistance tied to cooperative or joint degree programs between the University and "sister" universities in other countries in such areas as engineering, mathematics, technology, and the various branches of the applied sciences. Such grants-in-aid would constitute investments in Namibia's national economic development.

## 3. Financing Higher Education

The Government will be the major provider of funds for all Namibia's institutions of higher education, however the University, Polytechnic, and the colleges may be structured and organized. In this connection, it is instructive to look to South Africa and note that in recent years the major feature of the state funding of universities and technikons has been drastic subsidy reductions. This has been due primarily to the austere economic conditions characteristic of the last decade but also to the government's stated objective of diverting public resources to primary education. Driven by the brutal policies of apartheid, the DET cut the subsidy of the University of the Western Cape, for example, by more than 40% (while, at the same time, the University of

Stellenbosch's subsidy remained virtually unchanged). In Namibia, the Academy certainly felt the effects of these cuts prior to Independence. Whether the new University will feel the pinch of the economic decline in the region remains to be seen. Realistically, however, it seems unavoidable.

In all, the new University can look to six sources of funding: tuition fees; government appropriations or subsidies; government grants and contracts; investment income; gifts and private sector contracts; and revenue from auxiliary enterprises.

o Tuition fees. As with South African universities and technikons, the Academy was forced to raise its tuition rates to compensate for the reduction and "freezing" of its the state subsidies. However, there are marked variations in South African universities. Three institutions (UNISA, UWC, and the University of the North) derive almost 25% of their revenue through student fees while nearly all the others, including the historically African universities, receive approximately 15% of their income from tuition fees. In the United States, some large state universities like Rutgers, The State University of New Jersey, will receive an average of about 23% of their Education and General budgets in tuition and fees. As an average proportion of total revenues, however, the figure in all U.S. public institutions is roughly 15%.

As the University projects its financial future and begins to define its fee policy, the planners (and later the Council) will have to balance its need for more income from fees against the inequities that higher fees will create by denying capable and talented young Namibians the opportunity for a higher education. As a matter of principle, some planners believe that students should pay some portion of the cost of their education, but that the Government should bear the primary cost. Another principle to be considered is whether it is desirable to separate the determination of the levels of student fees from the entire budgeting process.

o Government Appropriations. In projecting reasonable levels of state appropriations to cover its budget proposals for establishing the new University, planners might make use of the bench-marks of several of the South African universities. As a percentage of total revenues, Government subsidies for all S.A. universities averaged 51% in 1989, varying from 39% at the University of Cape Town to around 65% at Medunsa, Zululand and Vista Universities. After its drastic reduction, the subsidy for the University of the Western Cape represented 53% of its total funds. The comparable statistic for all public institutions in the U.S. for 1987-88 was approximately 46%.

o Private gifts, grants, and contracts. Gift income at the Academy has been minimal. In South Africa, private giving has favored the large, traditionally white universities - as one might

expect. Gifts represent up to 20% of the revenues of the Universities of Witwatersrand, Natal, and Cape Town, whereas they represent 3% at the University of the North and only 1% at the University of Durban-Westville. Even in U.S. public institutions, income from private sources amounts to no more than 3.5%. In making long-range income projections for the new University, planners must be realistic about the relative financial "pay-off" of its fund-raising activities. These efforts may generate much needed and very valuable good will, high visibility, and moral support, but produce only modest amounts of hard cash to meet recurrent expenses.

o Investment income. The University will inherit a modest amount of investments when it absorbs the Academy. It needs to consider an expansion program, perhaps establishing an endowment fund in the process, which would target as much as 10% of total expected annual revenues. South African universities, including the historically African institutions, average about 9%.

o Auxilliary Enterprises. A reasonable return from charges for dormitories, dining hall operations, canteens, etc. can be expected at around 6% of total revenues, although in South Africa the Universities of the North and Rhodes derive over 10% per annum.

It is clear from this analysis that the new University must look to the Government as its chief source of funding. As economic conditions show little signs of early improvement, a financial crisis of sorts is likely to mount. Therefore, it will be incumbent upon the University to build as large a capacity as possible to generate alternative resources. In many respects, the planners are fortunate to have an existing insitution like the Academy upon which to build the new University. Since the Academy is an established institution, the University can afford to undertake a slower planned growth rate, to expand on an existing research capability and output, and to develop alternative sources of income which already exist in rudimentary form. From a financial standpoint, the University's planners should do nothing that would diminish or reduce the Academy as a resource base for the new institution. Consolidation should be the watchword - to better equip the University to deal with the financial crisis.

#### 4. Fund-Raising

As a first step in building a capacity to generate alternative resources, a systematic fund-raising campaign on behalf of the University has already been planned under the leadership of the VCD, Peter Katjavivi. A series of promotional/fund-raising activities have been jointly designed by the VCD and the consultant to solicit funds from various donor organizations in Namibia, U.S.A., Canada, and the Republic of South Africa. The scope of work will include:

- o Preparation and distribution and a descriptive brochure highlighting the features of the new University and outlining its financial needs.

- o Establishment of a loosely organized core of major philanthropic organizations each of whom is already committed to the University and will assist in developing a network of additional donors. Included are the Ford Foundation, World Bank, and UNESCO/UNDP.

- o Development of contacts with selected universities in the U.S. and Canada to establish "linkages" of various kinds with the University of Namibia. Preliminary negotiations have begun with the University of Maryland, Yale University, Ohio University, Florida State University, City University of New York (CUNY), and the University of Ottawa.

- o Development of personal contacts (established by the VCD) with official representatives of various donor organizations, including such foundations as the Kellogg, Mellon, and Exxon Foundations, the Carnegie Corporation, and the Rockefeller Brothers Fund, as well as individual philanthropists and a number of U.S.-based business firms.

These and other related activities, led by Dr. Katjavivi, will be organized and scheduled to center around the planned visit of President Sam Nujoma to the United States in May, 1992. A special donors' meeting has been planned for April, in Windhoek, preceding the President's departure, and another for May, in New York City, during the President's visit to the City. A heavy volume of fundraising activities will thus be undertaken during the month of May and June.

#### E. Management Issues

Several management issues have already been discussed in the course of analyzing the questions of institution-building, programming, policy formation, and financial planning which are outlined above. A few additional issues and options, arising in part from NCHE recommendations and in part from JTC responses, also need to be explicated. They concern matters of: compensation packages and terms of employment for faculty and staff; staff development opportunities for faculty and administrative staff; and provisions for student services; and finally internal and external efficiency.

##### 1. Salaries, benefits, and terms of employment

The recommendations of the NCHE concerning the management of staff

affairs earned the full endorsement of the JTC. Both bodies emphasized the need for establishing complete clarity in the criteria which are drawn up to govern appointments, promotions, and all the other terms of employment. They also agreed that the terms of employment and salaries of all personnel in higher education should be in line with all personnel in public service. Neither committee found any contradiction or difficulty in insisting, at the same time, that the University must develop a system of quality assurance which would place the University of Namibia in the forefront of universities in the Commonwealth, Africa, and the world.

The fact is, however, that the real competition for the best faculty members, in or out of Namibia, will not be found in the ministries or in other agencies of the Namibian government. The experience of universities in other developing countries shows that the best way to ensure mediocrity is to tie faculty and administrative salaries to the civil service system. To the contrary, the competition for attracting, developing, and retaining a first-rate faculty and staff of distinction is to be found in other universities who have set out to do the same thing. Furthermore, the present market is over-heated. And, top-flight candidates in specializations like mathematics, science, and engineering are not even available. Recently, the University of Botswana decided to revamp its academic personnel policy and determined to out-bid other universities in the southern African region (exclusive of South Africa) in their recruitment of new faculty. It is generally understood that the University has been phenomenally successful in this venture. Members of the Academy have already provided the JTC with copies of the University of Botswana's new statement detailing the "Terms and Conditions of Service for Academic and Senior Administrative Staff." It would be an excellent model for the University of Namibia to follow.

However, it should be noted that, according to the Principal of the Academy's University, the salaries of his Faculty at the Academy are roughly 40% less than those at the University of Botswana. This wide discrepancy can be partly explained by the Academy's frozen subsidies for four years running but even for 1992-93 the budget permitted the approval of an increase in salaries of "one notch" on the scales.

A brief review of the Academy's salary scales indicates that they are in need of revision. If they are utilized during the Transition Period, serious adjustments will be required when new University scales (and presumably new entry levels) are introduced. Moreover, the cost of these adjustments may be prohibitive. Both the NCHC and the JTC recommended that these very critical issues (and all other personnel matters) ought to be referred to a special third-party Committee on Terms and Conditions of Service. The financial implications of establishing competitive compensation packages and attractive terms of appointment are likely to shock

many people. Budget restrictions may very well require the "staging" of faculty hiring, and necessitate the appointment of "fewer but better" new faculty and administrative staff members.

## 2. Academic and Administrative Staff Development

To ensure the Namibianization of the new University over time, all parties seem to agree that an effective "human resources" development program will be required. Educators who are experienced in conducting such programs are careful to point out that successful ventures are complicated, expensive, and require long-range planning and patience. They are not fellowship programs for Namibians to study abroad. They are not in-service workshops and seminars. They are not apprenticeships. Yet, they are all of these. Perhaps the most successful model for staff development has been developed by UNESCO in its use of "counterparts." Applied to the University of Namibia, an effective, adequately funded Namibian counterpart program could be expected to produce as many as 30 to 40 well-qualified faculty members within a period of five to eight years.

It is worth emphasizing that successful counterpart programs are almost completely dependent upon the effective use of mentors who, most frequently, are experienced, highly skilled, and sometimes distinguished expatriates. The implication, of course, is that important places must be found for visiting professors and other expatriate specialists on the faculties of the University of Namibia. Fullbright Fellows, for example, can frequently provide much of the expertise required to support counterpart nationals.

## 3. Student Services

The members of the NCHE and JTC concurred on the comprehensive and integrated management of student services for both resident and non-resident students, the advancement of student participation in university governance, and the development of the campus as a "home away from home." The issues arising from such ambitious plans concern the costs of providing such services, all of which are badly needed. No one, it would appear, has yet placed any estimated price tags on these services. And if budget constraints force a cut-back in planned services, there is no indication as to which services are most important. Also, are there additional questions about student fees and how certain services are to be paid for.

A second issue concerns the question of how the University might better reach out to students, especially adult students, in the communities. The discussions about student life have concentrated on campus life in Windhoek rather than on the "University-in-Rundu" or "-in-Oshakati. Plans need to be drawn up dealing with "busing"

services for students attending local comprehensive colleges, accommodations of all kinds for adult students who are elderly, handicapped, women needing "child care, etc., job placement services for students, financial aid services (including bursaries, or loans, scholarships or grants, and part-time jobs - on-campus and off-campus), etc., etc.

## II. RECOMMENDATIONS

Several recommendations and suggestions about the development of the new University of Namibia have been made, or were implied, in the discussions above. Except when necessary, these will not be repeated. The recommendations concerning financial planning and accountability, for example, need not be reiterated. For purposes of presentation, the major recommendations which have emerged from these analytical discussions and which have been formulated for this report, are arranged as follows: Role of the University in Namibian higher education; Faculty; Students; Special problems in undergraduate education; Research programs; Community service programs; and Academic support.

### A. The Role of the University

The new University of Namibia, as the only national institution of its kind in the country, has special responsibilities to the nation and its citizens. It should be an educational institution where teaching is enriched by research activity and the pursuit of knowledge which is useful and which contributes to national development; where the arts/humanities/sciences co-exist with

practical, professional studies, including teacher education; where faculty members function not only as teacher/scholars but as extension specialists in such critical areas as literacy and English language proficiency, adult education, agriculture, health and health science, small business development, home economics, and community planning.

Because of its unique position as a public institution, the University should have the primary responsibility in the nation for conducting "basic" and "applied" research in the public sector. In concert with its research efforts, the University should provide graduate programs of high quality up to the master's level - but no further. The University's undergraduate program will be thereby enriched by a more distinguished faculty and a graduate student body which is engaged in post-graduate research work and education.

While the mission of the University should be clearly defined, its responsibilities and obligations must be fitted into an integrated, coherent, and comprehensive national system of education. In this connection, both the NCHE and JTC were correct in insisting on the provision of an integrated system of higher education. The task, however, is to clarify the missions of each of the levels and/or sub-sectors of the overall system:

- o The public (and private) primary and secondary schools should be responsible, under the Ministry of Education and Culture, for academic and vocational instruction through Standard 10. Included should be preparation for direct entry into the labor market and preparation for post-secondary education at the University or in a comprehensive college or technical institute. Also included should be some adult education, especially in the rural areas of the country.
- o Comprehensive Colleges (which were described and proposed earlier) should be organized and established in strategic locations throughout the country, beginning perhaps with Ongwediva, Rundu, Katima Mulilo, and other sites (including the campus of the present Academy) where teacher training and/or technical centers already exist. These comprehensive colleges should be responsible for offering academic and vocational instruction at a post-secondary, lower-division level for the majority of "university-age" school leavers and for older students. In addition, they should provide preparatory "access" programs, including remedial instruction, for students who are inadequately prepared for post-secondary education, especially University-level academic work. They should also provide non-credit instruction in workshops, mini-courses, seminars, etc., as well as community service instruction, some of which might be fee-supported. The Comprehensive Colleges should have principal, but not exclusive, responsibility for teacher training and technical/vocational/occupational education. It is recommended that they should be authorized to award certificates and

diplomas.

- o The University of Namibia, for its part, should offer both undergraduate and graduate instruction through the master's degree in (1) designated fields of academic study in the humanities, arts, physical and life sciences, and the social sciences, and (2) selected areas of professional study in teacher education, both primary and secondary; agriculture and environmental sciences; business and public administration; medical and health sciences; and, later, in social work, communication and media studies, and law. The doctoral degree could also be offered but only on the condition that it would be awarded jointly with a recognized doctoral degree-granting institution of higher education in another country.

The University should have special responsibility (consistent with the recommendations of NCHE concerning NIED) for research in primary and secondary instruction, including curriculum development, and for conducting research related to the instructional use of new technology, including in particular the use of distance education.

The University should be the primary Government-supported academic agency for research. That research should focus on the socio-economic and cultural needs of the Namibian people.

Finally, the University should be responsible for extending the resources of the institution beyond its campuses through community service and cooperative extension activities.

## B. The Faculty

### 1. The Total Faculty

The University should confer faculty rank (and establish tenure status) upon all those who engage in instruction, and also upon those who are essential to the University's mission of instruction, research, and service, including librarians, extension specialists, and academic administrators.

### 2. The Instructional Faculty

The University should attempt to appoint to its faculties those who have earned a doctoral or terminal professional degree. Exceptions should be made for purposes of "redress" in the hiring of Namibian citizens, in recognition of extraordinary achievement, or to meet specialization requirements of the curriculum.

The University should seek a level of compensation for its instructional faculty (salary scales, entry levels, fringe benefits, and terms of appointment) which serves as an incentive to attract highly qualified Namibians and which is competitive with levels at other universities in the region. The University should offer compensation packages to qualified non-Namibian faculty members in accordance with a different set of scales and with separate allowances, preferably by contract renewable over a period of, say, five years.

### 3. Standards

The University should apply rigorous standards governing faculty appointment, promotions, and the granting of tenure. It should seek, in general, to maintain a low tenure ratio. Special recognition should be given to faculty members demonstrating promise and distinction in the University's staff development programs.

### 4. Strengthening Faculty Resources

The University should establish a Faculty-in-Training Program to assist promising young Namibian faculty members to advance through the ranks of the faculty. The "counterpart" training model developed by UNESCO should be used as a model.

The University should establish faculty work loads which will ensure maximum productivity from faculty at all levels, and implement a program of regular reviews to stimulate productivity and efficiency and improve the quality of teaching and research.

The university should adopt and vigorously pursue affirmative action goals which are focused on increasing the numbers and proportion of women and black Namibians in all ranks of the faculty. Special monitoring and development programs should be designed specifically for these purposes.

## C. The Students

### 1. Access

The University should commit itself to the principle of equity and (1) introduce "special action" admissions programs, stipulating the admission of a certain percentage of each entering class which would be composed of students who did not meet the admissions criteria, (2) undertake intensive "bridging" instruction via "academic development/support programs," on campus and in the Comprehensive Colleges, and (3) initiate efforts, in conjunction with the Ministry of Education, to improve the preparation of

students in the secondary schools.

The University, in close conjunction with the Comprehensive Colleges, should establish Academic Support and Enrichment Programs on each of these college campuses which are designed specifically to strengthen the transferability of students to the University. Strengthening the transfer function of the Colleges would contribute to the achievement of the twin goals of access and quality.

The University should make every effort to seek to enroll students of both sexes and varying ages who represent the geographical, educational, socio-economic, and ethnic variety of Namibia.

## 2. Enrollment Goals

The University should undertake, as a part of its on-going planning, to establish guidelines for the development of long range enrollment goals. Factors to be considered should include:

- o Potential pool of secondary school leavers
- o Projected post-secondary going rate
- o Retention rates
- o Projected transfers
- o Student mix - ethnic, gender, full-time/part-time, age
- o Need for specialized "manpower" in the economy

## 3. Achieving Long Range Enrollment Goals

The University should establish an effective program of financial aid to students to enable talented young Namibians from all walks of life to attend and graduate from the University. This program should provide financial assistance through:

- o Scholarships and outright grants, based on financial need
- o Bursaries and loan, also based on individual need
- o Employment - on-campus and off-campus jobs, student agencies, etc.

The University should initiate, through its Development Office and/or the Foundation, a comprehensive Merit Scholarship Program to attract and reward the ablest Namibian school leavers. To ensure the effectiveness and continuation of this program, the University should take steps to establish a permanent endowment for its support.

## 4. Student Life and Student Services

The University should provide a full array of student life and student services to provide opportunities for students to utilize their capabilities, realize their potential, and "find themselves" as individuals. These services should include:

- o Student Life - housing and dining services, health services, psychological counseling, career development, placement services, activity centers, recreation and sports programs, and intercollegiate athletics;
- o Student Services - admissions, financial aid, registration.

#### D. Special Issues in Undergraduate Education

A distinctive feature of the projected undergraduate programs at the new University of Namibia will be that they are to be conducted within a university and by university faculties. The presence of master's programs should benefit the undergraduate programs directly. Students will be taught by productive scholars and, in the professional programs, by successful practitioners. The curriculum will be more complete, specialized, and demanding. These are benefits which are directly related to excellence.

The University should establish a humanities/arts/science "core" for all of its undergraduate programs. This core should include instructional offerings which are central to the values and traditions of the Namimian people in their full diversity.

The University should seek to build, within this "Namibian environment," professional offerings in agriculture, business, health sciences, etc. which are responsive to student demands, to University priorities, and to national developmental needs.

##### 1. Basic Skills

Deficiencies in the English language (especially in reading and writing), mathematics, reasoning, study skills, etc. will plague the University for many years to come. In fact, they normally plague English medium universities in all countries. Therefore, the University must continue to expand its English Language Center and the activities of its Academic Development/Support Programs to ensure that students receive the remediation they require to succeed in their University level programs.

Moreover, the University should ensure that basic skills instruction is an integral part of all undergraduate courses, and that it is a shared responsibility of all faculty members.

##### 2. Academic Advising

The University should give recognition to the critical role that academic advising plays in a student's success. The institution must make sure that students have ready access to knowledgeable, sympathetic faculty members who are experienced in providing advice ranging from the mechanics of registration to the special needs of the handicapped.

### 3. Honors Programs

The University should promote excellence and respond to the special gifts of superior Namibian students by establishing special programs which include independent research projects, tutorials, interdisciplinary courses taught by distinguished visiting professors, and the like.

### 4. Adult and Continuing Education

The University should commit itself from the outset to the establishment of a broad-based, flexible program of higher education for adults, including certificate, diploma, and degree programs, non-credit courses on- and off-campus, and cooperative extension courses and consultations oriented, for example, toward agriculture and natural resources, community resource development, and home economics.

### E. Research Programs

The University should pursue its research activities under three related budgetary rubrics: departmental research, institute research, and sponsored research.

The University should organize a special office to undertake the development functions required to promote the financing of departmental research by the Government; Research Institute research by foreign governments and philanthropic groups; and sponsored research by corporations and other private agencies.

### F. Community Service Programs

The University should commit all faculties, collectively and individually, to the extension of their resources and expertise in the service of the people of Namibia. In a certain sense, all of the University's activities, including its instructional and research programs, should be enlisted in the service of the Nation. Therefore, the University should encourage all faculty (not just extension specialists) to assist the Government and local communities and organizations to ameliorate their socio-economic and political problems.

The University should develop its cultural and intellectual resources (e.g., libraries, art museums, theatricals, musical performances, and dance recitals) and make them available to all the citizens of the country.

## G. Academic Support

### 1. The University Libraries

The main University Library should become the National Reference Library of Namibia, as both the National Commission and the JTC have recommended.

The University should seek to develop a comprehensive library system, utilizing the 40,000 volume base of the Academy's current collection, in three additional ways:

- o As the primary source of information within the University in support of the instructional and research programs of the faculties
- o As the central component of a nation-wide network of existing libraries and information sources
- o As a member of a world-wide information system and network linking major international libraries by means of electronic, computer-assisted communication.

The University should develop a comprehensive plan for designing and funding a multi-media center to service the instructional and research needs of the faculties and the self-study requirements of students.

### 2. Computers

The University should undertake to design a University-wide informatics and computer services center, building on the Academy's current facility, to provide academic computing services to students, faculty, and visiting scholars and researchers; administrative computing services to the business management side of the University; a central data-based MIS system; and a full array of communications services, including telephone, radio, and television networks, teleconferencing facilities, audio/visual equipment, and alarm/life safety support systems.

## RECORD OF PERSONS MET

Transition Planning Team (TPT), nee Transition Working Group(TWG)

Dr. Peter Katjavivi, Vice Chancellor Designate of the University of Namibia, Advisor to the President on Higher Education, Chairman of the TPT, and Chairman of the Joint Technical Committee (JTC)  
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 Dr. Kwesi Prau, NEPRU consultant, Member of the OVCD  
 Mr. Richard Jacobs, UNDP consultant, Member of the OVCD  
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 Mr. Jack Lambert, Special Advisor to the Minister  
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Mr. Howard Jeter, Deputy Chief of Mission (DCM)  
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Mr. Carl Lewis, Controller  
Ms. Michelle Sparks, Executive Administrative Assistant  
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