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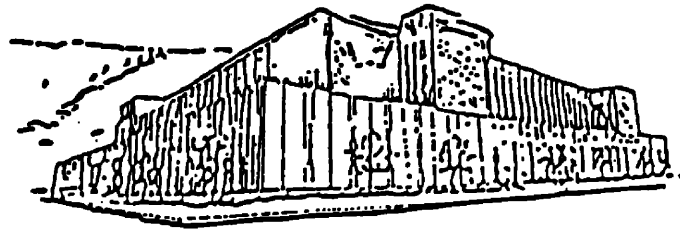
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**REFLECTIONS ON THE IMPLEMENTATION OF NAMIBIA'S POLICY OF
MOVING TOWARD EDUCATION FOR ALL, WITH SPECIAL EMPHASIS ON
THE GOAL OF ACCESS: (1990 -2000)**

BY

JOHN MUTORWA

**B.A. Fort Hare University, South Africa, 1983
H.E.D. Fort Hare University, South Africa, 1984
B.A. Hong University of Namibia, 1995**

**Presented in Partial fulfillment of the requirements
for the degree of
Master of Inter-disciplinary Studies**

The University of Montana

June 2002

Approved by:


Chairperson


Dean, Graduate School

8-12-02

Date:

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Reflections on the Implementation of Namibia's Policy of Moving Toward Education for All, With Special Emphasis on the Goal of Access: (1990-2000)

Director: Conrad W. Snyder *CWS*

This study seeks to better understand the actualization of the Namibian Government's four main broad educational goals, of access quality, equity and democracy that were implemented immediately after the country's attainment of political independence on 21 March 1990. The study pays particular attention to the concept of access. The conceptual meaning of access is critically analyzed, from pre-independence, through the post-independence expansion years. This is done in both Chapters One and Two.

Chapter Three investigates and evaluates the successes that were achieved in the implementation of the access policy, during the period 1990 – 2000. Furthermore, the chapter critically discusses the constraints and challenges in the practical implementation of the policy of equitable access to quality education for all.

Chapter Four looks at the future. The chapter attempts some projections for the future and also discusses some strategies that would enable Namibia to continue the momentum for change, achieved so far. In this Chapter the concept of access is further elaborated upon, in the context of globalization and lifelong learning.

The last Chapter, Five, gives a summary of the major findings and conclusions. The implications of the findings and some specific recommendations are also provided.

This study has a specific purpose; it intends to enrich public debates, especially those that deal with controversial and contentious policy issues in Namibia's education system.

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This study was made possible through a generous financial grant that was made available by the United States Agency for International Development (USAID). My very special words of thanks go to Diane Swain, USAID Country Director in Namibia and Cathy Miles, USAID BES Project Manager in Namibia. Thank you for your generous assistance. Thank you for funding my air trip to the University of Montana, as well as for my upkeep, for two weeks, in June 2002.

I thank all those, who devoted their precious times, to respond comprehensively and in writing to the questionnaires, that I circulated in November 2001. In this regard, I make specific mention of the following names: Dr Patti Swarts, Dr Louis Burger, Mr Marius Kudumo, Dr Robert West, Mr Markus Kampungu, Mr Friedhelm Voigts, Mr Justin Ellis, Mr Cowley Van der Merwe and Dr Theophellus Kamupingene. Thank you - a thousand times.

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project, necessitated my continuous absence from home, especially during weekends. Thank you your understanding, encouragement patience and support.

ABBREVIATIONS (ACRONYMS)

ADEA	Association for the Development of Education in Africa
AIDS	Acquired Immune Deficiency Syndrome
BETD	Basic Education Teacher Diploma
CODESRIA	Council for the Development of Social Science Research in Africa
EFA	Education For All
EMC	Educationally Marginalized Children
EMIS	Education Management Information Systems
GRN	Government of the Republic of Namibia
HIGCSE	Higher International General Certificate of Secondary Education
HIV	Human Immunodeficiency Virus
IGCSE	International General Certificate of Secondary Education
IIEP	International Institute for Education Planning
JSC	Junior Secondary Certificate
MBEC	Ministry of Basic Education and Culture (1995 – 2000)
MBESC	Ministry of Basic Education, Sport and Culture (2000 - present)
MEC	Ministry of Education and Culture (1991 - 1995)
MECYS	Ministry of Education, Culture, Youth and Sport (1990 – 1991)
MHETEC	Ministry of Higher Education, Training, Science and Employment Creation (2000 – present)
MHEVST	Ministry of Higher Education, Vocational Training Science and Technology (1995 – 2000)
MOF	Ministry of Finance
NAMCOL	Namibia College of Open Learning
NANSO	Namibia National Students' Organization
NANTU	Namibia National Teachers' Union
NEPRU	Namibia Economic Policy Research Unit
NIED	National Institute for Educational Development
NOLNET	Namibia Open Learning Network
NPC	National Planning Commission
ODL	Open Distance Learning
OPM	Office of the Prime Minister
SADC	Southern Africa Development Community
SAMEQ	Southern African Consortium for Monitoring Educational Quality
SWAPO	Southwest Africa People's Organization (SWAPO Party since December 1991)
TUN	Teachers' Union of Namibia
UCT	University of Cape Town
UM	University of Montana
UNAM	University of Namibia
UNDP	United Nations' Development Programme
UNESCO	United Nations' Educational, Scientific and Cultural Education
UNICEF	United Nations' International Children's Education Fund

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Geographically, the country is situated in the Southwestern corner of the African continent, between 17 and 29 degrees south of the Equator, sharing borders with Angola in the north, South Africa in the South, Botswana to the East. Most Namibians live in rural areas under the conditions of a subsistence economy. The country's per capita average income is estimated at around US\$1,890 per annum, but almost 55% of the population has an income of less than US\$100, making Namibia one of the most inequitable societies in the world. The 1999 Presidential Commission on Education, Culture and Training (p. 11), indeed characterized Namibia as a country that "has greater disparities in wealth than any other country in the world."

Namibia became a prey of Western imperialism and colonialism towards the end of the nineteenth century. By 1884 the country was declared a German territory. After more than twelve years of independence, today, the German influence is still clearly evident in many areas, for example architecture, including the German language. Some schools still use German as a medium of instruction (especially the Private Schools.)

After the end of the First World War (1914 -1918), the victorious Allied Powers requested South Africa to occupy Namibia. On 17 December 1920, the League of Nations declared Southwest Africa (Namibia today), a mandated territory to be administered under South African law. This placed Namibia under one of the most severe colonial rules in Africa, which operated on the basis of separate

development, based not only on race or color of skin, but also on ethnicity, tribe and language. This state of affairs adversely affected not only education, but also many other areas of human endeavor and national development, such as: health, agriculture, religion and settlement patterns.

The nature and forms of education in contemporary, politically, free and independent Republic of Namibia, has thus, to a significant extent, been extensively shaped and indeed determined by the policies of both the German (1884 - 1915) and the South African rulers (1920 - 1990). At independence, on 21 March 1990, the Namibian society was literally fragmented on racial and ethnic lines, as well as divided on political alignment. The primary concern of the new government was thus to bring about mutual accommodation, while at the same time doing away with the legacies of apartheid and discrimination. The citizens of Namibia had high hopes and expectations. It was expected that the new order should bring about immediate redress to past injustices especially in the education and training sector.

1.2 STATEMENT OF THE PROBLEM

When the Namibian people attained political independence on 21 March 1990, the newly formed government defined for itself the educational policy of moving 'Toward Education for All'. In operationalizing this policy, the Ministry of Education and Culture identified the FOUR broad goals of Access, Quality,

Equity and Democracy. This study seeks to better understand the actualization of Government's four main goals during Namibia's first decade of independence, paying particular attention to the concept of access. As the concept of access is explored, it will be placed within the local historical context of apartheid, as was applied in the country before independence. In addition, the concept will be placed within the context of a global push toward provision of universal primary education.

In defining the scope of this research effort, it was noted that the provision of access to education was accorded paramount status in Government's list of goals and objectives. The 1999 Presidential Commission on Education, Culture and Training Report also suggests that this is the area in which government has been most successful, identifying the first nine years of independence as the "years of access." (p. 5). Given the interconnectedness of each of the four goals, it is impractical to suggest that the construct of access could be studied in isolation from the other goals. However, for the purposes of this study, an attempt will be made to focus as much as possible on government's actualization of this one goal. The research study further attempts to elucidate the various perspectives or different meanings, that the various stakeholders e.g. policymakers, administrators, teachers, learners, outside experts, members of privileged groups, historically disadvantaged groups, school leavers and marginalized groups had and still have for the concept of access. Attention will

also be paid to how the different definitions of access changed since the goal was first defined. Furthermore, factors (internal and external) that shaped Government's construct of access, will be identified and analyzed. In determining the extent to which the original Government's construct of access to education has been achieved, attempts will be made to establish the operational costs associated with the attainment of the goal. After having identified the constraints that have limited the attainment of the goal of access, the study will finally suggest possible approaches and strategies that should be changed to better achieve the Government's current conceptualization of the goal.

1.3 SIGNIFICANCE OF THE STUDY

So far very few studies have been done on Namibia's broad policy of moving toward education for all. Government's specific policies of access, quality, equity and democracy have not been broadly researched. This research aims to analyze the conceptual meaning of access from pre-independence, through the expansion years just following Namibia's independence, including the more recent times where quality education has become an increasing concern. Educational matters are subjects of regular public debates. It is no exception in Namibia. This study intends to inform some of those public debates, especially those debates dealing with contentious policy issues, in Namibia's education system. It is hoped that the research findings and recommendations that will follow the objective analysis of the major challenges and constraints in practically

realizing the noble goal of equitable access to education for all, will hopefully add to what is already written and known on this subject matter, in our country. The claims made in the study and the findings that will follow those claims will, in many respects, contribute to enrich the existing research literature.

1.4 RESEARCH QUESTIONS

This study attempts to answer the following research questions:

1. What was the conceptual meaning of "access" to education in Namibia: pre-independence, with independence and in later years, after independence?
2. To what degree has the policy of access to education been successfully implemented? And at what cost?
3. Is access to schools or learning opportunities enough, irrespective of the type of education, learning or teaching one receives or is given?
4. Is the policy of access a mere ideological slogan or is it a practical one?
Why?
5. Is it practically possible to achieve both the objectives of access, equity and quality? If so, at what cost?

1.5 METHODOLOGY AND SOURCES

This study was conducted between August 2001 and December 2002. During this period historical and contemporary documents relating to the development of

Namibian educational policy were consulted. Information gleaned from governmental and non-governmental documents, journals, and secondary sources were triangulated through the use of structured and unstructured interviews and participant observation. This study is qualitative in nature. It mainly uses words to give detailed descriptions of processes, events and interactions, as well as to express the perspectives of different people on the same issue (triangulation). The research study is descriptive, narrative and interpretive in nature. To borrow from Wes Snyder, "linguistic symbols are relied upon to provide the meaning of data" (1999, p. 150). As the current Minister of Basic Education, Sport and Culture, the author is uniquely positioned to interpret the formation and actualization of governmental policy.

He is also ideally situated to gain access to key individuals involved in policy formation during early policy formulation. In addition, his position allows him to entree into all levels of the educational system, from interviews with 'experts' and former officials, to observations in remote school settings. In conducting and interpreting interviews and observations, the researcher will naturally need to pay particular attention to ascertaining ways in which his role as Minister affects the research context. However, his experience as a teacher may help him more to fully understand these situations.

In identifying interview respondents and observation sites, purposeful sampling will be used to represent racial, ethnic, political, and geographic diversity within

the country. Appropriate individuals will be identified at each level within the educational process—from learner to permanent secretary—in order to garner a variety of perspectives. In addition, attempts will be made to identify individuals who feel they are currently denied adequate access to education.

Three methodologies will mainly be employed in this research study:

historiography, philosophical analysis and case studies (interviews). A historical and descriptive approach will be used to trace the evolution and development of the Namibian educational policies of access, quality, equity and democracy.

Extensive use will be made of Ministerial (Government) files, and archival materials containing data such as numbers, test scores, graphs and costs. The historical and descriptive approaches are based on the use of both primary and secondary sources, pertaining to the Namibian education scene. The primary sources include: major policy documents, policy directives, major policy statements, Governmental publications, Commission reports and newspaper commentaries. Secondary sources include mainly books and other published documents.

A critical exposition and analysis of the relevant educational legislation and policies (both pre- and post independence) is used as an analytical tool in this study. Data from personal experiences (as both a teacher who taught in rural schools of the Kavango Region, member of the Namibia Parliament and member of Cabinet) are also generated.

In the main, the qualitative approach is used in this study. Furthermore, the complexity of education in Namibia, and particularly its relation to the socio-economic-political arena, has surely and unavoidably necessitated multiple research methods. This means, theoretical and empirical analyses of historical data as well as an interpretation of socio-economic-political and educational developments.

It is hoped that the study will succeed in providing and exposing, a critical discussion (at times contradiction) of the relation between policy, practice and theory which are, in the case of Namibia, contrasted against the conflicting web of demands, expectations, aspirations, challenges, constraints and problems.

Some first hand information and comments on Namibia's educational policy goal of access, its meaning, successes, constraints and costs came from some individuals whom I interviewed and who responded to the questionnaire that I distributed in November 2001.

1.6 LIMITATIONS AND DELIMITATIONS

This study is intended to highlight the process by which educational policy in Namibia is developed and implemented. Special emphasis is placed on delineating variations in meaning generated by people for educational policy goals and on exploring how those meanings change over time. These diverse

perspectives will often be context laden and thus will not provide findings which are applicable to the population at large. In addition, it should be recognized that because this research is being conducted within a transitional educational environment, findings would be specific to the socio-cultural environment of the times. And, while these findings may accurately describe this context, they may not necessarily provide relevant guides for future policy development decisions.

As noted earlier, the educational policy objectives of providing access, quality, equity and democracy are inextricably linked. Focusing on a single goal will allow for only a partial picture of how policy is developed, operationalized and implemented. Furthermore, it is likely that the researcher's position within government will, in some instances, limit the diversity of opinion expressed by interview respondents. Other factors, which may limit the study in some way, include time constraints, language and cultural barriers, the vast size of the country, and the limited infrastructure in some areas.

Education is a broad sector. This study specifically limits itself to the Basic (general) education sub-sector, understood to mean Grades 1-12, including adult basic- and continuing education.

CHAPTER TWO—CONCEPTUAL MEANING OF ACCESS (PRE AND POST INDEPENDENCE TRANSITION)

2.1 ACCESS TO EDUCATION PRIOR TO NAMIBIA'S INDEPENDENCE IN 1990

The core topic of this thesis is access. Prior to and even at independence, Namibia has several different parallel education systems, defined mainly in terms of ethnic origin. Education and schooling in Namibia were, before independence, the privilege of a few people, whom the policies of Apartheid and racial discrimination favored. Consequently, access to education in general and to schooling in particular, was strictly and forcefully regulated by Apartheid Laws, policies and practices with the clear purpose of enforcing and reinforcing the policies of separate development and bantustanization based on race, ethnicity and tribe. Bantu education made restricted provision for continued schooling. For the Blacks, the aim was basic literacy in the mother tongue and a working knowledge of English and Afrikaans, in order to facilitate communication with the Whites.

In an interview with Dr West, Director of Planning and Development, he characterized the meaning of access prior to Namibia's independence as follows: "Prior to independence, the concept would definitely have had different meanings for different ethnic groups, according to practices and available facilities, ranging from Administration for Whites, which had a compulsory schooling requirement, to ethnic authorities, which had not the physical, human or financial resources to

make access available in a systematic way," (Dr. West response to questionnaire, p. 1). Quite clearly, the disparities in terms of access to education were reflected both in the provision of education (quantitatively and qualitatively) and in the allocation of resources. Between 30% to 40% of school age children did not attend school. Around 60% of the teachers were unqualified, (Report of the Task Force on H/IGCSE 1995 Results).

Kampungu, a teacher by profession and a former Secretary General of the Namibian National Teachers' Union (NANTU), has the following to say: "access to education was indeed very exclusive and limited to the very few and it was based on race, color, and religious beliefs," (Questionnaire response p. 1). The education system in a pre-independent Namibia was characterized by an unequal access to education and training at all levels. Presenting a paper at an Education Forum, in February 1990, in Windhoek, Namibia, Nahas Angula, the then shadow Minister of Education, Culture, Youth and Sport, aptly characterized the education system as: "inefficient, ineffective, wasteful, fragmented, racial, ethnic and unequal," (Education in Perspective, 1999, p. 14.) Essentially, the education system was specifically geared to provide and cater for the needs of the White population, in accordance with the political and ideological policies of the then ruling Nationalist Party and to deliberately ignore the rest of the citizens, especially the Black populations. Access to Education and to schooling was free and compulsory for the Whites, but not for the other ethnic groups. Before independence, on 21 March 1990, Black Namibians had very limited access to

education and schooling. Where schools existed, they were of inferior quality, both in terms of the physical infrastructures and the content of the teaching and learning so provided. In many instances, the physical infrastructures did not exist. Teaching and learning were conducted under shacks or purely under trees (a phenomenon that is not completely eradicated, by 2000, especially in the densely populated Northern rural regions of Namibia.) The pre-independence education system in Namibia, could at best be characterized by selection and survival of the fittest.

Another inhibiting factor towards access, prior to independence, was the curriculum, which prescribes the different courses (areas or fields of study) that are taught in a school, college or University. By all intents and purposes, certain important fields of studies were neither made known to, nor accessible to Black people. In the majority of cases, Black people were deliberately discouraged or literally barred from entering certain field of studies or subjects e.g. mathematics, science related fields, law etc. Access to education was also hampered by the limited subject choices and the inappropriate (wrong) subject combinations, which subsequently resulted in a remarkably skewed skills distribution among the workforce at the time of Namibia's independence. This phenomenon is still practically visible in our country's workforce in that, unskilled labor is still mainly dominated by the Blacks; the semi-skilled (the technicians) are mainly the Coloreds (the so-called people of Color) whereas the highly skilled and professionally qualified are mainly and necessarily the Whites.

Coloreds (the so-called people of Color) whereas the highly skilled and professionally qualified are mainly and necessarily the Whites.

One cannot conclude the discussion on the conceptual meaning of access to education, prior to independence, without making some reference to the issue of resource allocation. Access to education under colonization was seriously impeded by the gross inequities in resource allocation as well as in learning opportunities. In 1989, the year that preceded Namibia's attainment of political independence, the number of learners, by standard or Grade, for the then Administrations of Whites, Coloreds, Owambos and Kavangos' respectively were as follows: (source, Statistics of School, 1986-1989, SWA Department of Economic Affairs).

Standard	Grade	Whites	Coloreds	Owambo	Kavango
Sub A	1	1,285	1,517	40,447	8,981
Sub B	2	1,213	1,427	27,505	5,719
1	3	1,092	1,314	23,643	4,586
2	4	1,084	1,307	24,171	4,006
3	5	1,115	1,487	19,124	3,055
4	6	1,042	1,549	17,907	2,518
5	7	1,134	1,000	12,249	1,580
6	8	1,186	1,174	10,178	935
7	9	1,161	1,072	6,953	747
8	10	1,113	852	5,163	404
9	11	991	703	538	86
10	12	992	278	559	42

Cliver Harber (Politics in African Education, p. 176) points out "in 1981, for example expenditure per head on black pupils was R232 (N\$232) and for Coloreds it was R300 (N\$300). For Whites it was R1, 210 (N\$1210)."

Namibia entered into independence with a huge deficit and backlog to be addressed and rectified in the education and training sector. On the eve of political independence, the department of Education estimated that there was a shortage of 3000 classrooms (Namibia 1990, p. 178). In early 1986, four years before independence, black schools in the former Owambo reserves (now the most densely populated regions of Omusati, Oshana, Ohangwena and Oshikoto) had on average, 59 pupils per classroom. On the contrary, there were 14 white pupils per teacher, on average, shortly before Namibia's independence.

2.2 POLITICAL INDEPENDENCE AND THE MEANING OF ACCESS TO EDUCATION: POLICY OBJECTIVES AND INITIATIVES

The adoption of independent Namibia's constitution in February 1990 followed by the important deliberations of the Jomtien World Conference on Education for All, which was held in Jomtien, Thailand, in early March 1990 and the eventual declaration of political freedom and independence, at midnight of 21 March 1990, essentially and fundamentally meant that education became a right of every Namibian. The Black majority in Namibia looked with hope and high expectations to the new political dispensation to deliver living conditions based on universally accepted norms of human rights. According to Nahas Angula, "the content and direction of policy reform in education and training in Namibia was by and large guided by the Independence Constitution, the political requirements for change and community expectations for equity and democracy. The process of evolving

the policy framework was, however, complicated and tortuous," (Exploring the Complexities of Education, 1999, p. 5).

Independent Namibia shares the vision of the Jomtien World Conference on Education for All, as a commitment. "Toward Education For All" was and still is the guiding principle in restructuring education in Namibia. With the dawn of political independence, education for all in Namibia was (is) thus understood to mean: access, equity, quality and democracy. Access to education was specifically understood to mean the wider opening of all schools' gates including the adult education programs, so as to enable those who enter those gates to remain inside, until they have successfully finished. This guiding principle could be summarized as moving away from an elite education for the few, toward education for all, in pursuance of the Government's stated goals of: access, equity, quality and democracy. The provision of mass education and the adoption of English as the official language (Article 3(1)) of the Namibian Constitution) were thought to serve the purpose of furthering a unified Namibia based on equality rather than elitism.

Namibia was neither the first, nor alone, to advocate the policy of education for all. The following could be cited as examples of some other African governments' attention to mass education and to education as an engine for development, in the aftermath of those countries' political independence:

- Kenya's promotion of Harambee (pulling or working together);
- Founding and former President of Tanzania, Julius Nyerere's campaign for mass education to promote practical skills and rural development;
- Zimbabwe's hundred percent (100%) expansion of government expenditure on education in the first two years, following that country's political independence on 18 April 1980.

Like nearly everywhere in Africa and elsewhere, in Namibia expanded access, to education was, what Samoff calls "a premise and promise of the Nationalist Movement," (Samoff, *Comparative Education, Review*, Vol. 37, No. 2, p. 184).

Schools and schooling expanded rapidly after Namibia's independence.

Obligation and demand elevated education to a basic fundamental human right of citizenship.

Article 20(1) of the Namibian Constitution provides that: "all persons shall have the right to education." With regard to access to primary education, Article 20(2) of the Namibian Constitution very clearly states the following: "Primary education will be compulsory and the State shall provide reasonable facilities to render effective this right to every resident within Namibia, by establishing and maintaining State schools at which primary education will be provided free of charge." Article 20(2) does not only apply to children, but to adults too.

Furthermore, it is not restricted to Namibians (nationals or citizens), but to "every resident." It is also noteworthy to point out that Article 20 of the Namibian

Constitution is part and parcel of Chapter Three, which contains the entrenched Fundamental Human Rights and Freedoms. Article 131 of the Namibian Constitution entrenches the Fundamental Human Rights and Freedoms as guaranteed in Chapter Three, when it states the following: "No repeal or amendment of any provisions of Chapter Three hereof, in so far as such repeal or amendment diminishes or detracts from the fundamental right and freedoms contained and defined in that Chapter, shall be permissible under this Constitution, and no such purported appeal or amendment shall be valid or have any force or effect." In many respects, therefore, the meaning of access to education has not only become a constitutional issue, but a fundamental human right in an independent Namibia. With independence, access was defined to mean "universal availability of basic education at both child and adult levels throughout the nation" (Ministry of Education and Culture Annual Report, 1993, p. 6). In the foreword of Toward Education For All, President Sam Nujoma, articulates the Government's view on access as follows: "access to education should not be limited to a select elite, but should be open to all those who need it - especially children and those adults who previously had no opportunity to gain education," (page i). The Government's vision was and is clear. Basic education reform and development should promote equal access of all potential learners to schooling and to educational resources. It follows that all potential learners should have an equal chance to enter a classroom and to stay there until they have satisfied the basic achievements targets. In its 1989 election Manifesto (p. 15) SWAPO promised, "universal and compulsory education for all Namibians of

school - going age. The Government will provide seven years of basic education at the primary level, three years junior secondary level."

In accordance with the Government's stated policies of Education for all and all schools' doors must be opened to and for all, it is not too farfetched to argue that at and immediately after independence, the perception among the general public at large was that access referred to unrestricted admission to any educational or school programme and to any institution of learning according to demand. In the Education Reform Directive, entitled: Change With Continuity, which was issued in November 1990, the following were pertinently stated:

"All schools are open to all children regardless of race, color, ethnic origin and creed. Parents are free to enroll their children in any government school. Zoning of schools is not permitted though a school in a particular locality should cater fully to the learners in that locality. Schools should endeavor to accommodate children in accordance with their capacity. No normal classroom should have less than 25 learners. Underutilized schools, especially of the former White Administration should be put into full use. Mission schools or community schools which were closed by colonial authorities should be reopened." (p. 8-9).

With and immediately after independence, expanding access to education was linked to the belief that education has the powerful potential force to increase productivity, economic growth and effective participation in the overall socio-

political, cultural and economic national developmental agenda. It is therefore not surprising that already in November 1990 Chali et al., in a UNICEF sponsored report, advised that: "having noted the high rate of disparity among Namibian schools, both in terms of resources as well as educational personnel, with majority of the black schools in Ovambo, Kavango and Caprivi being most disadvantaged, it is important that the critical facilities such as toilets, proper classroom structures, furniture, enough teaching and learning materials as well as teacher houses are quickly provided." (Chali 1990: 6).

Societal expectations, with regard to the conceptual meaning of access remained and in some particular cases, still, remain sharply divided. For the majority, who were marginalized in the old political dispensation and fragmented educational systems, access to education simply means better and enough schools now, not tomorrow. In many cases, there were expectations and even demands that all learners shall have access to full-time formal schooling up to Grade 12 level (the last phase of formal schooling in Namibia). For the formerly disadvantaged Namibians (mainly Blacks), therefore, access to education, presupposes the immediate redress of unequal allocations of resources and social disadvantages in the whole education system. On the other hand, there persisted (in some cases, still persisting) a concern, bordering on fear among, especially, the privileged minority, who were beneficiaries of Apartheid education, that the redress of inequities and inequalities followed by equal access to education for

access to education for all, may lead to declining quality in education, as well as other adverse effects for them and their children.

As for the Government, it was consistently clear on what access was and is, as well as what should be done. Access was principally and fundamentally understood to mean:

- Bringing into the system, those learners, who had been deprived of educational opportunities.
- Providing education for and to all;
- The need to create more physical infrastructures and thereby ensuring more places in schools;
- Initially, access concentrated more on numbers.
- The eradication of barriers (physical and psychological) that prevent children from going to school.
- The establishment of Adult literacy programs, distance and Open Learning Education programs. e.g.: the Namibian College of Open Learning (NAMCOL) in 1997.
- Persuading and convincing parents, who, themselves, might never have had any opportunity to attend school, that their children will have a more comfortable and more secure future, if they are allowed to attend school.

A critical study of the evolution of the Ministry's policies on access clearly reveals a widening and deepening of the concept of access to include distance education as a genuine alternative to full-time schooling at secondary levels. Responding to a questionnaire, Justin Ellis, the Under Secretary for Culture and Lifelong Learning in the Ministry of Basic Education, Sport and Culture, reminds us that: "the problem that lies ahead is that in our globalization world, we all need constant access to opportunities to learn," (Ellis, response to Questionnaire, 23/11/2001, p. 2).

In short, Government's broad policy of access should be understood to advocate, "not just more schools, but schools and other education programs where learning is truly accessible to all Namibians," (Toward Education for all, 1993, p. 34). Undoubtedly, providing equitable quality education to all Namibians has proven and surely continues to prove to be a formidable challenge. It calls for policy makers to be creative. Innovative and appropriate ways have to be found to address and redress the educational inequalities of the past, as well as the complex challenges of the present and future.

2.3 INITIAL PITFALLS AND DILEMMAS

Prior to Namibia's attainment of political independence, the colonial Apartheid government of South Africa, deliberately and determinedly used (misused) education in furthering its policies of balkanization, bantutanization, division and

discrimination. The education sector was thus some kind of a laboratory or theater where the government's policies were tested, in practical terms. The Apartheid's machinations and experimentation's lasted a very long time, especially with the ascendancy to political power by the Afrikaner Nationalist Party in South Africa and by extension Namibia until April 1994 when Nelson Mandela's African National Congress (ANC) became the ruling party through a democratically organized electoral process.

The new independent state of Namibia faced (and in many respects still face) a myriad of developmental challenges. Even though the country appears to be blessed with an abundance of minerals and other natural assets, "Namibia and its people were kept deliberately underdeveloped by South Africa," (Colleen L. Morna, *Africa Report*, Vol. 35 No. 1, p. 29). The immediate challenge that faced the new SWAPO Government was that of ensuring national reconciliation, peace, unity and nation building. The government had to address and carefully balance economic relationships with the need to redress past socio-economic imbalance. This task was/is not easy at all. The country faced political economic educational and social challenges in all the spheres of human endeavor. According to Donald Sparks, these challenges were "based on historical constraints over which it has limited control for change," (Sparks, *Namibia: The Nation After Independence*, 1992 p. 1).

At Namibia's independence on 21 March 1990, the society was

ethnically divided in their Apartheid created homelands and reserves. In short, Namibia was literally a nation torn apart. Some of the pitfalls and dilemmas to be addressed were: sharp racial divides, apparent ethnic polarity, obvious urban-rural social economic disparities, mistrust and pervasive gender socio-economic differentiation. The educational policy reform agenda had to be sensitive to the identified pitfalls, dilemmas and apprehensions. The first very important initiatives that were undertaken were aimed at sensitizing the whole community about the reform agenda. It was important to open up a policy dialogue with the major stakeholders in education.

Between 1990-1992 various important policy documents and papers were issued by the Ministry of Education "as interactive dialogue and responses on evolving requirements of the reform and renewal process," (Exploring the Complexities of education, 1999, p. 7).

Some of the pitfalls encountered at the initial stages of implementing the broad goals of access, equity, quality and democracy in Namibia's education system, had more to do with people's expectations. Many people expected the reform and renewal process to be fast, radical, immediate, drastic and uncompromising. Consequently some became disillusioned with the education reform efforts. They formed their own Private Schools, at places like Outjo's Gobabis and Stampriet.

When some perceived the reform process to be taking long, they became impatient and restless. In such situations, misunderstandings occurred. Public demonstrations, especially by student's expressing their views on important policy issues became annual occurrences. The shortage of technically skilled and trained staff to drive and implement the reform agenda was/is a serious concern. In-service training programs had to prepare and equip the staff, including teachers to do their work more effectively and efficiently.

True, education and schooling opportunities have not expanded without challenges, problems and pitfalls. In the end, all such pitfalls and dilemmas were accepted as challenges. They had to be eventually turned into opportunities for all. It is in that context and spirit that for the past, decade (1990-2000), Namibia has been engaged in an ambitious radical education reform. Those reform efforts are arguable innovative and wide ranging.

2.4 A PERSONALIZED REFLECTION ON THE MEANING, SIGNIFICANCE AND VALUE OF ACCESS TO EDUCATION

This study largely employs the subjective or interpretive approach. It seeks to understand a particular issue (implementation of the access policy) in a particular setting (Namibia). In this process, my own personal experience both as a learner, teacher and later as a policy maker and politician are deemed necessary and useful.

I was born at a village, called Nyangana, in the Kavango Region of Namibia. I received both my primary and secondary education, not in modern and well-equipped urban schools, but in typical rural schools. This was at a time when the policies of Apartheid in education, which were based on racial, ethnic and tribal segregation, discrimination and tribal affinities, were forcefully and purposefully applied in the then territory of South West Africa (as Namibia was known at the time).

My first encounter with a formal school was in 1968. By then, I was eleven years old. This was at Nyangana a Roman Catholic Church missionary school, ± 110 km east of Rundu, in the Kavango Region. Schools, especially for Blacks, were not easily accessible. It was therefore not possible for me to commence with my primary education at the ideal age of 6-7 years. In Namibia today, children are required to start their Primary schooling at the age of 6-7.

I recall, with a sense of nostalgia and regret, how, at the end of my primary school phase, which was Standard 6 (today Grade 8), I and others were required to repeat the same grade, for the whole year, (which was called Form One) before actually commencing with the Junior Secondary Phase, Standard 7 (Grade 9). This was done in spite of my very excellent results in Grade 8!

It is worthwhile to record here that, at the time, when I completed my Grade 8 (Standard 6) at Nyangana in 1973, there was only one Secondary School in the

whole of the Kavango Region! This was Rundu Secondary School. There were only a handful of Secondary Schools at the time, for Blacks in the whole of Namibia. Notable among such schools were Augustineum and Döbra. Access opportunities for learning, schooling and teaching in Namibia at that time were limited. The subject choices were also very limited and indeed pre-determined. For example, my subject combinations in Grade 10 (Standard 8) and in Grade 12 (Standard 10), respectively, were as follows:

Grade 10 (Standard 8) 1976 :

- ◆ Afrikaans
- ◆ English
- ◆ German
- ◆ History
- ◆ Biology
- ◆ Agriculture
- ◆ Functional Mathematics

Our Grade 10 (Standard 8) class comprised fifteen learners (twelve boys and three girls). We were only five boys in Grade 12 (Standard 10!)

Grade 12 (Standard 10) 1978:

- ◆ Afrikaans
- ◆ English

- ◆ German
- ◆ Biology
- ◆ History
- ◆ Agriculture

By the time I completed my Secondary education (Grade 12), there was no single institution of higher learning (University) in Namibia. At that time one has either to go outside Namibia for further education, or to be content with a Grade 12 Certificate. This is how I ended up at the University of Fort Hare situated in the Eastern Cape Province of the Republic of South Africa. After completion of my University studies, I started teaching. First, I taught at the same school where I obtained my Grade 12 Certificate, namely at Rundu Secondary School. Teacher mobility was, at best, deliberately restricted and at worst not allowed. One had to teach in schools in "ones so-called homeland," so designated by the then political powers, that conceptualized, nurtured, exported to and forcefully applied Apartheid in Namibia (or South West Africa, as the country was known then).

CHAPTER THREE—A DECADE OF ACCESS: SUCCESSES, CONSTRAINTS AND CHALLENGES

3.1 SUCCESSES DESPITE INHERENT INEQUITIES

In both Chapters One and Two, I have made serious attempts to demonstrate, that the inequities that may still be visible in Namibia's current education system, are fundamentally and largely a consequence of the former obnoxious Apartheid system of separate and racially stratified education provision. The inequities in Namibia's education system, that are still visible, even after more than twelve years of reform and renewal, could still by and large, be characterized as fundamentally inherent, inborn or ingrained. It will most certainly still require many years of focussed change and reform to get rid of all the inherent inequities. The Presidential Commission on Education, Culture and Training, in its main report (1999, page II), gives a lucid and vivid description of the inequities when it states that: "Namibia has greater disparities in wealth, than any other country in the world. At one end of the scale are prosperous people, living in fine houses and with all the comforts of modern society. At the other end, are people living in abject poverty; they are hungry and diseased, and lack adequate shelter, food and amenities. The children of the first group attend schools which are equivalent of schools in the capital cities of most advanced countries, while the children of the latter group attend schools which are totally inadequate for their needs, without toilets, adequate classroom facilities, electricity, telephone communication, textbooks and writing materials. In addition, many of their

teachers are under-qualified. Some children can expect to join an international ruling elite; the life chances of many of the others are limited in the extreme."

In assessing the cost of implementing the policy of equitable access to education for all, I have attempted to broaden the scope, not only by looking at the financial cost, but also at the material, social and political cost. This is so, because each of the four identified broad goals of access, quality, equity and democracy are inter-dependent and therefore necessarily require each other. Furthermore, the reform of the Namibian education system was and continues to be done within a particular socio-cultural-political-constitutional context. In short, the unification or integration of the former eleven education systems, into a single unified Ministry, was achieved in a spirit of consultation, compromise and national reconciliation at a considerable cost. Some of this cost, that could not easily be quantified or measured in material and/or financial terms, was (is) for peace, harmony and stability. In the forward of Namibia: A Decade of Peace, Democracy and Prosperity, 1990-2000, President Nujoma succinctly captures the mood and spirit as follows: "When Namibia became independent ten years ago, our society was deeply scarred by the ravages of war, social and economic discrimination and racial and ethnic hatred. In a country that was born after long years of struggle, our first task was to create an environment of peace through reconciliation and by bringing into the government and the economy, those citizens who were in the past left out because of the color of their skin. Because of these historical factors, commitment to peace, democracy and economic

progress have been my government's driving force over the last ten years," (2000, p. 1).

It was thus in the spirit of national reconciliation, that the eleven education authorities were merged into one centrally located Ministry of Education, without any massive layoffs of staff (both teachers and administrators). The result was, and still is, a hugely bloated bureaucracy with a remuneration budget or wage bill that is not easy to sustain. Indeed, Article 141 (1) of the Namibian Constitution states the following: "subject to the provisions of this Constitution, any person holding office under any law in force on the date of Independence shall continue to hold such office unless and until he or she resigns or is retired, transferred or removed from office in accordance with law." In a true spirit of give-and-take, reconciliation and nation building, this price was worth paying.

Evidently, much was achieved in terms of broadening equitable access opportunities to learning and schooling by providing the necessary and reasonable physical infrastructures and facilities "for every resident within Namibia" (Namibian Constitution, Article 20(2)). In its main report, released in 1999, the Presidential Commission on Education, Culture and Training characterized the first decade (1990-2000) of Namibia's political independence as "have been the years of access." In 1990, there were 382,445 learners in Namibian schools as compared to 514,196 in 2000 (source: MBESC 2000 Annual Report). Towards the end of 2000, about 90% of school-age children,

aged 6 to 16 were indeed in school. In the Northern Regions of particularly Ohangwena, Oshikoto, Omusati, Oshana and Kavango, the growth in the numbers of learners has been especially impressive. With regard to the increase in teacher numbers, the 1999 Presidential Commission on Education, Culture and Training, found that, "the number of teachers has increased from 13,231 in 1990 to 17,085 in 1998, with many programs in place to improve their professional skills and qualifications," (1999, p. 18). Towards the end of 2001, there were 1,545 different types of schools and control in Namibia, accommodating 528,958 learners (MBESC 2001 Annual Report, p. 110).

The financial cost in achieving the successes on the other hand has been and continues to be quite high. Clearly, more resources are and will still be needed to provide quality education to more, especially to those who have not been fully reached as yet, in particular, the marginalized groups (San speaking people, children of farm workers, orphans due to mainly HIV/AIDS, children of those who live in informal settlements and squatters areas) in the Namibian society. The provision of school infrastructures (schools, libraries, laboratories etc.) is generally done through the annual Capital or development budget. The Ministry of Basic Education, Sport and Culture's development budget for the 2000/2001 financial years was N\$94,9 million (MBESC 2000 Annual Report p. 43). The amount excludes donor support. The 2000/01-development budget was distributed to the major sectors of the MBESC, for infra-structural development as follows:

(a)	Basic Education Facilities	N\$43,9 million
(b)	Donor Support to Basic Education Facilities	N\$34,4 million
(c)	Additional Support for Teacher Accommodation	N\$8,5 million
(d)	Secondary Education	N\$12,6 million
(e)	Renovation and Maintenance	N\$19,5 million
(f)	Special Education	N\$5,2 million
(g)	Planning and Research	N\$0,3 million
(h)	Culture and Arts	N\$8,4 million
(i)	Sport	N\$4,9 million
	<u>TOTAL</u>	<u>N\$137,7 million</u>

(Source: MBESC Annual Report for the Year ending 2000, p. 44).

At the policy, constitutional and legal levels, it could be argued and indeed demonstrated, that basically all the impediments that were entrenched in the various Apartheid policies and legislation to limit access to education have been largely, if not, completely removed. In this regard, reference could be made to: the Namibian Constitution (Article 20), the Education Act (Act 16 of 2001) and other relevant laws that govern Namibia's education and training institutions, for example, the University of Namibia, the Polytechnic of Namibia, the Namibian College of Open Learning (NAMCOL) and the Vocational Training Institutions. Furthermore, through Affirmative Action laws and policies, the inherited inequity in access to opportunities has been largely removed. The policy of reconciliation

could thus fairly be viewed and accepted to have helped catalyzing the major socio-economic-human development initiatives in Namibia, particularly the development of an education system based on equity, justice, openness and democracy.

In my view, the main challenge ahead is essentially that of practically implementing and affecting equity or fairness to all, in terms of resource allocation and distribution in the education and training sector. The reality, however, is that this has to be done in the context of dwindling and diminishing resources, escalating costs and the rising needs and demands in education. In the end, it is really a question of delivering educational services to so many, by few, with so little. Simply stated, this means that spending must be focused on what is considered to be the most important activities. Planning must necessarily be choosing the most pressing priorities, first and foremost. Wastage and inefficiency must be reduced, if not eliminated, at all cost. Is it possible? How does one strike a balance? Where should such a balance be struck? When? By whom? The implications, emanating from these questions and the answers thereto are mainly the subject matter of Chapter Five of this study. The chapter will summarize the main lessons learnt since 1990. Some considerations and recommendations for the future will also be attempted.

3.2 ACCESS TOWARDS QUALITY EDUCATION

The Ministry of Education and Culture in Directive number 001/016/095 characterized the year 1995 as "the year for the improvement of quality of educational outcome." While the Directive did reconfirm the other broad goals of equitable access to educational and cultural services; the improvement of the internal efficiency of the education system; the expansion of lifelong learning opportunities and the strengthening of democratic participation in education, it was clear from the Directive that the Ministry's emphasis would also be specifically put more on the enhancement of the quality of the educational outcome. Nahas Angula, the then Minister of Education and Culture, writing in the MEC Directive No: 001/016/095 has the following to say: "during the year 1995, the focus of the Ministry's efforts is on quality. Improving educational quality means that all the stakeholders and role players in education must fulfill their identified obligations, assigned responsibilities and expected roles." It is clear that the Government's broad educational policy objectives of access, equity, quality and democracy were never conceptualized, nor practiced in isolation. These policies were and still are interrelated and interdependent. Access to schools and to learning opportunities is a necessary prerequisite for quality education, quality teaching and quality learning. It is now generally accepted in Namibia, that access to education is both about the provision and uptake of opportunities that must lead to and result into quality education. Physical infrastructures, learning and teaching materials as well as basic enrolment data are indeed all necessary if

not indispensable, to improve and enhance both access and quality education. It is however very important to point out that they do not and cannot tell the whole story on access towards quality education.

Placing all children into schools or classrooms does not automatically translate into quality education for all. The expansion of the provision of school infrastructures and educational opportunities is but an essential means to an end and not an end in itself. It can be argued that providing schools (access) to all children becomes, in actual fact, a major challenge, more especially when the issue of the quality and relevance of such schooling comes under dispute. The important questions that require answers, in this context, are: how does quantitative expansion avoid falling into the provision of poor quality schooling? How does the expansion of access take on board the quality dimension of schooling, learning and teaching? I am in full agreement with Fataar (1995, p. 80) when he argues that: "quantitative expansion, unlinked from the notion of quality, would tend to reinforce existing inequalities in presently disadvantaged schools." Access without quality improvement in basic general education, in Namibia, is surely a recipe for disappointment, frustration and anger. As such, it must be resisted and be avoided at all cost. The idea that ought to be pursued in practical terms should always remain: equitable access to quality education. Together and combined; and not piecemeal, nor in isolation.

A summary of responses emanating from a survey (questionnaire) that I have conducted in November/December 2001, reveal that more than 95% of the respondents considered that access to education or to school(s) is not meaningful without quality education. Kudumo, one of the respondents, argued that: "access to education in the final analysis should enable the educated to be different from the day when he/she entered an educational institution in terms of knowledge, skills and attitude. It should also arouse curiosity and the desire to explore his/her environment and to solve problems which are not possible without quality education." Dr. Patti Swarts in her response to the question, regarding the strong inter-linkage between access and quality had this to say: "in my opinion, access without quality education cannot be meaningful as learners would not benefit enough to progress beyond the basic and the minimum. Learners, who have not been exposed to quality education at lower levels, develop learning disabilities/problems, which can make it very difficult for them to cope with the educational demands at higher levels. This can be very demotivating resulting in dropout and poor academic achievement."

From the available information dealing with the subject of access, I strongly argue that in the context of Namibia, Government and other relevant stakeholders in education, must continue to strongly advocate and to vigorously ensure, that the policy of quantitative expansion in schooling provision, should and must continue to incorporate: the provision of good qualified teachers, commitment to an educationally sound teacher/learner and classroom/learner ratios, as well as the

provision of adequate teaching and learning materials; as these are the most important ingredients to ensure an ideal conducive learning and teaching environment for quality education. With regard to teachers, it is a truism to state that, they are the lynchpin in all efforts to attract and keep children in school. It is also the teachers that must ensure that the children obtain a quality education. To quote Toward Education For All (1993, p. 37), "more than anything else, it is the teachers who structure the learning environment. It is they who can keep learning exciting and satisfying or alternatively who make schooling a pain to be endured."

Admittedly, the concept of quality education in itself is something that constantly evolves. It is a concept, which also differs from context to context. What is considered to be quality education presently, may not be rated as quality in the next decade, as education itself is a spiral process, never static and always developing in accordance with the practical circumstances and aspirations of a given group of people.

In Namibia today, it is apparent that there are now more and better qualified teachers; more and better-equipped classrooms; relevant curricula, syllabi and textbooks. The philosophy of learner-centered education is also better understood now. The playing field has thus, so to say, become more level and it appears quite reasonable to expect that a larger number of the learners in Namibian schools can and should, receive a better quality education.

3.3 FINANCIAL CONSTRAINTS

Long distances between towns, villages and communities characterize Namibia's demographic and geographic patterns. The country is bounded by two major deserts, the Namib along the West coast and the Kalahari on the eastern border with Botswana. The only perennial rivers are to be found on the country's southern and northern borders. The provision of social services like education, to all the population groups and communities of Namibia, is therefore, without any shadow of doubt, not only costly and expensive, but also labor intensive. Just by way of illustration, the geographical distances between the Ministry of Basic Education, Sport and Culture's Headquarters in Windhoek and its current seven Regional headquarters are as follows:

- Windhoek to Keetmanshoop - ± 500 km
- Windhoek to Swakopmund - ±400 km
- Windhoek to Ondangwa - ±700 km
- Windhoek to Rundu - ±730 km
- Windhoek to Katima Mulilo - ±1250 km

In the foreword of Toward Education For All (1993, page (i)), a policy document which translates the Namibian philosophy on education into concrete and implement able Government policies, President Sam Nujoma, directly and genuinely posed a somewhat rethorical question: "Will we as a nation be able to

fund the envisaged educational programs?" In a way, the response was given as follows: "it may look costly, but we should realize that educating the nation is perhaps the most important investment we can ever make," (Toward Education For All, 1993 page (i)). In many respects, this response does, indeed, acknowledge the fact that providing education to and for all is expensive. To the above question, I would like to add the following questions:

- ◆ In the context of Namibia's education system: what has been, what is and what will be the relationship between expanded access, improved quality education and the ever-increasing financial cost? Is it possible to strike a balance?
- ◆ To what extent do financial constraints restrain or limit policy choices, more particularly with regard to the practical attainment of Namibia's broad policy goals of access, equity, and quality? Is it really practically possible to expand access and improve quality by reducing and/or containing cost? How does one bridge the gap (contradiction) between policy ideal and real financial constraints?
- ◆ How could the internal efficiency of the Namibian education system be enhanced and how could returns on education, be maximized, in an environment characterized by a decline in financial resources?

- ◆ These are serious, pertinent and unavoidable questions. I shall endeavor to answer them in the subsequent sub-sections of this chapter. Since Namibia's independence in 1990, the Government has practically demonstrated its political commitment to education and training, as being top on its list of priorities, especially through the annual national budget allocations. From 1990 to 2002, the Annual budget allocations to the Ministry of Education (an institution which was renamed on several occasions as: 1990-1991 Ministry of Education, Culture, Youth and Sport, 1992-1994 Ministry of Education and Culture; 1995-2000 Ministry of Basic Education and Culture and since 2000, the Ministry of Basic Education, Sport and Culture), were as follows:

◆	1990 / 91	-	N\$533,875,000
◆	1991 / 92	-	N\$681,549,000
◆	1992 / 93	-	N\$825,560,000
◆	1993 / 94	-	N\$853,772,000
◆	1994 / 95	-	N\$1,001,450,000
◆	1995 / 96	-	N\$994,204,000
◆	1996 / 97	-	N\$1,217,204,000
◆	1997 / 98	-	N\$1,284,552,000
◆	1998 / 99	-	N\$1,434,976,000
◆	1999 / 2000	-	N\$1,623,480,000
◆	2000 / 2001	-	N\$1,717,167,000
◆	2001/2002	-	N\$1,969,908,000

◆ 2002/2003 - N\$2,159,177,000

(Source: Namibia - A Decade of Peace, Democracy and Prosperity 1990-2000, p. 345).

Government has clearly and consistently used the budget quite effectively in its commitment to correct the inherited social deficits, especially in the education and health sectors. Against the background of general economic difficulties and competing demands for the limited financial resources, it is quite clear from the figures above, that it is something of a visible achievement for Namibia. The Government has been able to maintain a reasonably high level of allocation to education from its modest national budgets, for at least, the past twelve years.

The personnel expenditure for the Ministry of Basic Education, Sport and Culture for the period 1990-2000 were as follows:

Financial Year	Total Appropriation	Actual Personnel Expenditure	Percentage %
1990/1991	533,875,000	323,625,741	60.6%
1991/1992	681,549,000	471,782,359	69.2%
1992/1993	825,560,000	620,965,007	75.2%
1993/1994	853,772,000	647,643,661	75.8%
1994/1995	1,001,450,000	733,542,225	73.2%
1995/1996	994,204,000	856,912,356	86.2%
1996/1997	1,217,246,000	1,102,152,134	90.5%
1997/1998	1,284,552,000	1,151,022,440	89.6%
1998/1999	1,434,976,000	1,246,276,101	86.8%

(Source: Namibia: A Decade of Peace, Democracy and Prosperity, p. 345).

In a report entitled: Achieving Education, For All by 2015, the World Bank (March 2002, p. 15) amongst others, noted: “the single largest cost item in any education system is teacher salaries. The average level of teacher salaries, is the most politically sensitive of all the parameters. It is legally and politically impossible in most (if not all) contexts to implement a salary reduction for civil servants.”

While Government financial contributions to the education and training sector have been the largest, if compared to allocations of other Government Ministries, such allocations cannot be said, neither should they be seen to be sufficient to satisfy and fund all the ever increasing needs and demands in the education and training sector. In fact, it has become abundantly clear now that, expanded equitable access to education, learning and teaching opportunities, demand that both the education, teaching and learning services so provided, must necessarily, also be of quality. Expanded accessible quality education therefore means high financial costs, both in terms of funding the learning, teaching materials, school infrastructures and salaries for both the professional and administrative staff. The reality was vividly brought to the fore at the beginnings of both the 2000 and 2001 academic (school) years. Enormous problems were experienced, particularly in the Ondangwa East and West education Regions with regards to access to schooling. The President, through the Ministries of Basic Education and Higher Education, appointed on 7 February 2000 a Task Force on Educational Emergencies to investigate the problems and to make appropriate

recommendations. In its final report, the Task Force, revealed the following information:

- 707 children who were supposed to have started Grade 1, in January 2000, had no access to schooling by early March 2000;
- Eighteen (18) teachers were required to enable the 707 learners to have access to schooling.
- N\$10 million was immediately required to address the problem. The bulk of the money would be needed to pay teacher salaries.
- At the beginning of the 2001 school year, approximately 836 learners were accommodated in overcrowded classrooms.
- To cover the expenses of constructing additional classrooms, teacher's remuneration, teaching and learning materials, an amount of N\$20 million was required to meet the contingency of the situation. [Source: Task Force On Educational Emergencies Report, Feb. 2000, p. 1]

A study conducted by Chuard, Jarousse and Mingat, revealed that, already "in 1994, education expenditures represented one fourth (25%) of total Government spending," (Cost, Financing And Development of Education in Namibia, 1995, p. 14). Furthermore, the study observed that: "education expenditures already drain a significant share of available resources. It would not be reasonable to expect any other large increases in resources in the near future. Resources devoted to education, have increased consistently over the last four years (1990-1994), but

this trend is not sustainable in the longer run," (D. Chuard et al, 1995, p. 5). The Bank of Namibia in its study, entitled Public Expenditure Management in Namibia: Health and education Sectors (2001, p. 1) characterized Namibia's education system as: "very financially burdensome."

The Prime Minister of the Republic of Namibia, commented on the same issue as follows: "At the same time, we recognize that we cannot continue to invest 40% of the Government budget in education and health alone. This is an unsustainable level over a longer period, but it is our hope that the provision of such services will contribute greatly to overcoming the many constraints, that lack of such services – have imposed on Namibia and Namibians. As such, at the current level of the country's human capital development, it is important to continue to invest heavily in human resources." (Namibia Yearbook, No. 7, 1999/2000, p. 13) It is therefore my contention that, somewhere in the not too distance future, some limit on public expenditure on education will be reached.

Professor Ray Auala further cautions as follows: "As planners and implementers, we need to do more to keep education costs down and to redirect more of our limited education resources on the sectors that are most critical to our value added activities, such as manufacturing, mining, agriculture, tourism services, and from which we are more likely to derive greater employment and higher values for our efforts." (Auala, Namibia: Education in Perspective, 1999, p. 89).

In 1999, the Presidential Commission on Education, Culture and Training essentially confirmed the observation by Chuard and his colleagues, when it categorically stated in its main report that: "unless the country decides more public resources should be devoted to education and therefore less to other areas, only a radical strategy involving difficult decisions, will allow the country to meet its ambitious educational goals," (Presidential Commission on Education, Culture and Training, 1999, p. 73). Having been the political head of the Basic Education Ministry from 1995 (until the time of writing this research paper), I do not find sufficient convincing and factual reasons not to agree with the Commission's observation. The statement that I made in the Introduction to the Ministry of Basic Education and Culture's 1999 Annual report (MBEC 1999 Annual report, p. (vi)) that: "Although the MBEC receives 22% of the national budget, the salary bill absorbs 84% of this amount. With the expansion of enrolments, the single most costly input is the remuneration of staff. The remaining 16% of the budget is required to cover the catering cost of school hostels, the government subsidy of the cost of examinations and transfer payments to private schools and hostel," is as true as it ever was. Wes Snyder confirms this fact as follows: "the salary base for education dominates the national budget for education," (Snyder, 2001, p. 60). Further breakdown of the total MBESC education budget into types of expenditure reveals interesting trends. For example, the personnel costs for secondary schools budget accounts for 71.4%. In the end, very little money is left for capital expenditure and

infrastructure development. To this intricate problem, neither ready-made answers, nor obvious or easy solutions are at hand.

What is abundantly clear and indisputable, though is, that the amounts of expenditures involved and indeed required to finance education, are likely to raise serious financial issues in the not too distant future. It needs to be added, nevertheless, that in Namibia (at least for the present), the problem of educational finance, arises not so much from enrollment (access) growth per se, but significantly from expenditures aimed at improving quality (salaries and other conditions of service for staff). Although salaries for staff have not yet completely crowded out, all other forms of educational expenditure, it is my contention that great care should be exercised to ensure that this does not and should not happen. It is important that a reasonable balance is maintained between personnel – and other educational expenditures. Such a balance is a prerequisite for a healthy quantitative (access) expansion and quality education to occur.

The Namibia Government, in its Medium Term Expenditure Framework (for Financial Years 2001/02, 2002/03 and 2003/04), reckons that "the growth prospects for the Namibian economy over the next four years appear to be favorable," (February 2001, p. 10.) One hopes that with the predicted favorable economic growth prospects, more public resources would be devoted to fund the country's educational programs.

It is widely recognized now, that by standards of at least Sub-Saharan African countries and some other middle-income countries elsewhere, Namibia devotes a large share of its public resources to education. In Volume 2 of the Presidential Commission Report, this fact is confirmed when it is clearly reported that: "Namibia's public expenditure on education as a proportion of GNP was estimated at 9.4% and as a proportion of the total Government budget at 21.3% in 1999," (Presidential Commission Report, Vol. 2, 1999, p. 3)

From the available information and evidence presented in this study, so far, it is abundantly clear, that the development of the Namibian education system and the successful realization of the stated policy objectives of access, quality, equity, democracy and lifelong learning, will have to take place within a clearly defined resources environment; as well as within a global Government (national) budget. Thus, in the context of Namibia, it would appear, at least for now and for the immediate foreseeable future, that the available financial resources are not likely to increase or expand, significantly. It is quite probable that future financial resources, that will be devoted to the development and expansion of the educational system, are likely to be limited, not necessarily by desire or political decision, but quite possibly by unavoidable economic/financial imperatives accompanied by a fierce competition for the available resources from the different sectors (Government Ministries, Offices and agencies).

In my considered, view, the main policy objective of enlarging access and quality to education, as well as to improve further schooling careers for a larger share of the population, will have to be met eventually through:

- ◆ more cost effective policies;
- ◆ cuts in lower priority segments of the Ministry of Basic Education, Sport and Culture's budget;
- ◆ continuous and constant improvement of the internal efficiency of the education system, especially in terms of the operation of the system and in the distribution of the available public resources, allocated to the sector. Very soon, it will become inevitable, that cost cutting and/or cost sharing measures will have to be considered, as one way of distributing the available resources. Furthermore, serious considerations should be given to developing strategies that would bring about increased cost recovery, especially at the post-primary levels. Some of those measures may include the carefully selective charging of fees for senior secondary education.

To ensure that Namibia's system of education may not deteriorate, in any way, due to budgetary constraints, rapidly increasing learner numbers and slow economic growth; all involved are called upon to accept and face the challenge that, in financing education for all and to all, all possible steps are taken to ensure that every financial expenditure has the maximum positive impact on the enhancement of access, quality, equity and democracy in the Namibian education

system. The principal focus is really to gain the maximum benefit from the available funds and other resources that are allocated to the sector on an annual basis. Constitutional requirements (Article 20 (2)), regarding free and compulsory primary education and expenditures with high returns in primary and secondary education must get the lion's share of the allocated budget.

The evidence is sufficient to show that educational financing therefore budgeting for the educational sector in Namibia, is fast approaching the crossroads. High inflation rates, falling revenues, fiscal deficits, increasing rates of population growth and the continuing threat of the HIV/AIDS pandemic have all combined to push the issue of finance and prudent budgetary practices for education to the forefront of any discussion of educational organization and development. Lack of sufficient revenues, escalating costs of financing the education system, coupled with the ever increasing social demand for more accessibility may soon place the government in a difficult situation as far as the financing of education is concerned. The situation is further compounded by the fact that any hasty attempts to shift some of the costs onto the parents may jeopardize the hitherto achieved level of equal opportunity to education for all, because the elites in the society will further increase their economic advantages over the under-privileged groups. In other words equitable access to quality education may, under those circumstances, remain an unrealizable dream for the many poor Namibians. Taken to the extreme, education may once again, become the privilege of the few, well to do elite, excluding the majority.

3.4 ECONOMIC FACTORS

Namibia's political independence and freedom were finally achieved on 21 March 1990. The attainment of political emancipation coincided with fundamental changes in the international or global economic order. The dawn of the 1990's witnessed the collapse of the Union of Soviets Socialist Republics (USSR). Socialism, as an economic doctrine (ideology), also collapsed. Capitalism remained. In its wake, the world witnessed the emergence of Globalization and the creation of a host of many new market economies, especially in Eastern Europe, but also elsewhere in the global village.

The Constitution of the Republic of Namibia mandates a multiparty-constitutional democratic system of governance. Furthermore, the Constitution provides for an entrenched Bill of Fundamental Human Rights and Freedoms (Chapter 3). The Principles of Economic Order, upon which the Namibian State is founded, are clearly articulated in Chapter 11, Article 98(1) of the Namibian Constitution: "the economic order of Namibia shall be based on the principles of a mixed economy with the objective of securing economic growth, prosperity and a life of human dignity for all Namibians." Furthermore, Article 98(2) of the Namibian Constitution states the following: "the Namibian economy shall be based, inter alia, on the following forms of ownership:

(a) Public;

(b) Private;

- (c) Joint public-private;
- (d) Co-operative;
- (e) Co-ownership;
- (f) Small-scale family.

Quoting Joseph Shumpeter, Prime Minister Hage Geingob (Namibia Yearbook 1999/2000, Volume 7, p. 11) argues that: "a country's history is written in its fiscal history. The future history of a nation depends on how the fiscal history of that nation develops. The success of democracy therefore rests on its ability to deliver the goods. At a practical level, our ability to deliver the goods depends largely on the strength of our economy." Furthermore, the Prime Minister of the Republic of Namibia gives the following positive and optimistic summary: "in the last ten years, we have achieved a great deal. Democracy has been strengthened. Reconciliation has minimized the hatreds of the past. Education, health and other services have been expanded to areas where none existed before. Market economy has been promoted. Reasonable growth rates have been achieved. Debt levels have been maintained at levels that are easily manageable," (Namibia: A Decade of Peace, Democracy and Prosperity, 1990-2000, p. 11).

But how has the Namibian economy performed so far? Since the mid 1990's, the economic growth rate, for total production (real GDP) in Namibia, has been relatively stable. Annual growth rates varying between 3.2% and 4.5% have been recorded. What should be clear from the foregoing, however, is that, it would be

naïve for anyone to think that such a growth rate would help the Government and country, to satisfactorily and speedily address the many serious problems of social deficit, especially in the education and training sector. Hans-Volker Gretschel warns that: "Namibia's system of education may deteriorate owing to budgetary constraints, a constant push in the number of births, rapidly increasing student numbers and sluggish economic growth, (Contemporary Namibia – The First Landmarks of a Post Apartheid Society, 2001, p. 128). Ideally, all efforts should be made to continue to create conditions for consistently achieving an annual growth rate, of at least, in excess of 5%. Otherwise, the noble policy objective of education for all may not eventually be practically realized, as envisioned.

According to Sherbourne (Namibia Yearbook, 1999/2000, p. 31), "Namibia is the country with the highest measured economic inequality in the world." Even though Namibia is generally assumed to be a country rich in minerals and raw materials, it is equally true that the distribution of the country's wealth remains extremely unequal. This fact is furthermore visibly demonstrated when the 1999 Presidential Commission on Education, Culture and Training found that, "Namibia has greater disparities in wealth than any other country in the world," (p. 11). The lack of equity, especially in the education and training sector, must be seen as the most important and immediate challenge facing the implementation and achievement of the policy of accessible and equitable education for all and to all. Simply stated, providing education for all will necessarily mean increasing financial expenditures.

The more learners are enrolled in the schools, the more school-infrastructures, teaching and learning materials, teachers and other essential educational tools will be needed. Expanding access and improving quality, therefore, imply increasing the cost. In the end, the challenge to provide education for all could be easily fulfilled if the country's economy is growing and therefore, is healthy. The opposite means stagnation and deterioration of the quality of the education product, including the teaching and learning content.

If and when the economic growth is sluggish, it obviously means that, resources available to education will be even more constrained. But, what is the prognosis with regard to further increase of government allocations to education in Namibia? Already, in around 1992/93, it has been foreseen that "even the most optimistic projection for the future of the Namibian economy, do not envision that the government funds available to education will increase substantially," (Toward Education For All, 1993, p. 141). In February 2002, the Namibian Minister of Finance, inter alia, gave the following caution: "the budget for FY 2002/03 and the Medium Term Expenditure Framework (MTEF) 2002/03 - 2004/05 are presented against the background of uncertain prospects for the international economy, which currently suffers from a global recession. The combination of low growth in the international economy and instability in financial markets may thus have serious consequences for economic activity in Namibia and also for Government debt. I urge my colleagues to introduce austerity measures and to work on increasing efficiency in order to achieve with the funds available maximum results

for our people," (Medium Term Expenditure framework, 2002/03 - 2004/05, p. 4). Clearly, like many other developing countries, it would appear as if, the Namibian government and the Namibian education system are faced with the classic dilemma of many Third World societies in transition. John Katzao aptly describes this dilemma as, "the fostering of social justice and equity without a concomitant increase in economic growth," (Lessons to Learn, 1999, p. 9). On average, Namibia's economic growth has more or less kept pace with the population growth rate, at most, averaging 3.8% a year, between 1990-1998.

On the other hand, the truth is that the realization of equitable access to educational opportunities as well as quality education will continue to require large amounts of money. This money is and will continue to be required to be spent on, for example, the provision of adequate physical facilities, learning/teaching materials, hostel infrastructures and qualified teaching staff, especially in the many formerly disadvantaged rural schools. Officially inaugurating a newly constructed and community owned hostel (physical) infrastructures at the Onkumbula Combined School, in the Okankolo Constituency, of the Oshikoto Region, on 16 March 2002, President Sam Nujoma had the following to say: "the provision of education to learners, is not the responsibility of the Government alone. It remains the responsibility of all responsible stakeholders. The Government, parents and communities must join hands and resources to ensure that our learners are properly educated and

accommodated. All stakeholders should therefore equally share the responsibility of the provision of education to our children." (16/3/2002, statement, p. 3).

Before concluding this sub chapter, dealing with economic factors, it is absolutely important that I point out the following. It is my contention that expanded equitable access to educational opportunities in Namibia, cannot substitute the much needed fundamental changes to and in the structure of the country's economy itself. For example, the eradication of existing socio-economic inequalities in Namibia's education and training sector in particular and in the general society, at large, does require and will continue to require significant redistribution of wealth and income. Such redistribution must inevitably include land reform in favor of Namibia's majority rural black population.

Herbert Jauch convincingly argues that In many Sub-Saharan African countries, social development has become "the panacea for all political, economic and social ills and has been understood as an essential pre-condition for economic development." (Jauch, *Affirmative Action in Namibia*, 1998, p. 108).

Consequently, many countries, including Namibia (after twelve years of political independence), have achieved quite dramatic developments, notably in the education sector. Ironically, in the majority of cases, such dramatic developments in education have not been accompanied by a proportionate economic development. In the long run, such countries' goals, dreams and aspirations could eventually be shattered and destroyed by growing budget deficits, growing

unemployment and a general decline in the living standards of people. The Bank of Namibia in its 2000 Annual Report (p. 18) aptly describes such a scenario as follows: "unsustainable fiscal imbalances and inefficiencies in public expenditure management, are some of the critical macro-economic problems facing many developing countries. These have serious implications on effective and efficient public service delivery, necessary for meeting long term development objectives."

Namibia must endeavor to avoid (if possible, at all cost) the continuous expansion of access, to specifically, social services like education and health, without a determined fundamental transformation of the country's economic structures. Failure to do so, may result in disillusionment, despair and frustration, as the country may one day be forced to implement the International Monetary Fund (IMF) and the World Bank's Structural Adjustment Programs (SAP's). Experience from elsewhere tells us that, the SAP's have generally targeted education and health budgets as areas where national budget deficits could be reduced. Could Namibia fall in the Structural Adjustment Program trap? Possibly yes. My view is that, unless the country succeeds to eventually achieve economic emancipation, as it did with political freedom and independence in March 1990, it is very difficult indeed, to see how Namibia could forever avoid the SAP trap, eventually.

Already, in Namibia, one can see very clearly, that improved education has enabled thousands of young Namibians to successfully complete their secondary schooling as well as their tertiary education. Unfortunately, the country's economy

has been unable to provide adequate job opportunities. The 1999 Presidential Commission on Education, Culture and Training in its main report (1999, p. 50) puts it more succinctly when it writes that: "one of the most alarming projections, however, is that Namibia will by 2010 have produced over 200 000 persons with all or part of a secondary education, but will not be gainfully employed. It seems that every year, three thousand of the ten to twelve thousand full time grade 12 school learners do not find employment or a place for further study."

In the long run, it is unavoidable to conclude, that only economic growth could guarantee the financing by Government, of further expansion in access to equitable and quality education in Namibia. Educational development should or must necessarily be linked to enhancing economic growth. Furthermore, I fully agree with the contention of Akinkugbe and Kunene, (2001, p. 140) that, "reforming the education system in Swaziland and producing the right educational output is only one part of any socio-economic development policy. It is only if the economy of the country can absorb the educational output, that a development strategy has reached its ultimate targets." This statement does, in many respects, also fit the Namibian socio-economic-educational situation at present.

3.5 ADDITIONAL FACTORS AND BARRIERS AFFECTING ACCESS IN NAMIBIA

The financial constraints and other socio-economic imperatives cannot and do not constitute the whole and full chapter of factors and barriers that influence,

positively or negatively, the access policy in Namibia's education/school system.

There are a myriad of other factors too. In this chapter, particular focus will be put on the following:

- Demographic and geographical factors
- Linguistic issues
- HIV/AIDS
- Poverty and Marginalization
- Hostel accommodation
- Other factors

3.6 THE CONTINUING CHALLENGE OF REACHING THE UN-REACHED: EDUCATION FOR THE MARGINALIZED COMMUNITIES

As already pointed out in Chapter One, Namibia is a huge country. The total surface area is roughly about the size of Great Britain and France put together. Since 1992, the country is divided into thirteen political regions. In the end, the thirteen political regions make up more than hundred constituencies. Olga Levinson (Story of Namibia, 1978, p. 1) describes Namibia as, "a strange land, engendering a love that goes beyond all logical reasoning. For it is a hard country, and will always remain so; hard and uncompromising; it nevertheless has an inexplicable appeal for all those who live there." An article in the SAWUBONA, May 2002, magazine gives the following description of Namibia as a geographical

entity: "A mystic land. At first glance, Namibia is a giant tract of sand, mist and grass. Look closer, and it becomes a magic tapestry of diversity," (p. 58).

Both in terms of its geographical (fauna and flora) as well as demographic (population composition) features, Namibia is indeed a country of contrasts. In the east lies the desert grassland and bush country of the Kalahari. The Namib Desert is along the Namibian West coast. The Savanna vegetation in the north contrasts sharply with the thorny and short shrubs in the south. The 2001 Population and Housing Census, (p. 12) gives the total Namibian population as 1,826,854 people. Demographically, the Namibian population is a true representation of cultural diversity and heterogeneity, originating from a long history of movement and colonization.

Truly, the country has, in many respects, an astounding heritage of what one may call, African nobility and European sophistication. Apart from long distances between towns, villages and settlements, it is worthwhile to point out that the settlement patterns of many small isolated rural Namibian communities are generally non-permanent in nature. Such settlement patterns are, in the main, determined by natural factors (water availability, grazing, rainfall) as well as by the economic activities in which the communities involve themselves for their livelihood. Such economic activities include, inter alia, subsistence farming, livestock farming, hunting, fishing and small mining activities.

The vastness of the country and its small population that lives, geographically speaking, far remote and in isolation from each other, the long distances as well as the lack of the necessary communication infrastructures in many of Namibia's rural areas make the implementation of the Government's policy of equitable access to education and learning opportunities, not only challenging, but also very difficult and cumbersome. On the other hand the provision of the required infrastructures; for example, roads, telephones, radio, TV, electricity and many more, which are meant to enhance easy access to education, schooling and learning are very expensive. All in all, in sparsely populated rural areas, distance, and lack of transport, lack of boarding facilities as well as shortages of teacher housing largely influence access to education. All these factors combined, make the practical implementation of the access policy also very expensive.

3.7 LINGUISTIC ISSUES

Namibia is a big country with a small population of approximately 1,826,854 people (Government of Namibia, 2001 Census Report). Language is a vital vehicle for education socialization and enculturation. All children are educated or socialized into their own culture and community with particular emphasis on local skills, traditions and language. Namibia is a multi-ethnic, multi-racial, multi-cultural and multi-lingual society. In order to unite the Namibian population into one nation, SWAPO (liberation Movement 1960-1989 and ruling Party 1990 - present) regarded it as absolutely necessary to choose one official language for a future

independent Namibia. Eventually, the Namibian Constitution in Article 3(1) makes English the official language of Namibia. In its 1989 election Manifesto, SWAPO, inter alia, had the following to say on the issue of language and language policy: "the Namibian nation is made up of cultural and linguistic heritage of its various groups. A SWAPO Government will therefore pursue a language policy that accords equal status and respect to all locally spoken languages. Mother language will be used as the medium of instruction at the lower primary school level. English will then be used through the secondary level to higher education as the medium of instruction." (SWAPO 1989 Election Manifesto, p. 6.) Namibia's language policy for schools was fundamentally crafted in broad conformity with both Articles 3 and 19, respectively, of the Namibian Constitution. The objective was that the language policy had to strike a delicate balance between the right of individual language groups (Article 19) and the official language as defined in Article 3 of the Constitution.

In many respects the use of English as a medium of instruction from Grade 4 onwards has also several benefits, especially with regard to the enhancement of teacher and learner mobility. Thereby practically confirming the Government's policy of schools to be opened for and to all irrespective of race, color, or language. The practical implementation of mother tongue as medium of instruction in the Lower Primary phases (Grades 1-3), while having numerous pedagogical and educational advantages, is however also quite complex and problematic. In many metropolitan or urban schools, that accommodate learners

from the different ethnic and linguistic backgrounds, even the mere choice of which mother tongue to use, as a medium of instruction is much more than difficult. If not carefully handled, it has the powerful potential to create disunity and enmity among the population groups.

Forcing one specific language to be the medium of instruction, under such circumstances, is not only divisive, but is also restrictive and exclusive, as it could result in denying some learners access to education and schooling on linguistic grounds. Pushed to the most extreme, the use of mother tongue as a medium of instruction is relatively easy when schools in Namibia were seen to serve a specific ethnic or tribal group. The reality however, is that education is seen to promote unity and not division. Promoting unity, while recognizing diversity, seems to be the clarion call.

Striking a balance between the use of a national language (mother tongue) as a medium of instruction and English as the official language or as medium of instruction, in the context of Namibia, is not only delicate, but could also be a potential barrier to access, especially if and when language is abused as an admission requirement to school or any institution of learning. As Patti Swarts convincingly argues: "in Namibia, several languages are spoken - this requires delicate handling and sensitivity as this issue has serious implications for the design of teaching and learning materials as well as for the selection, training and assignment of teachers," (African Languages in Basic Education, 1996, p. 21).

3.8 HIV / AIDS

A UNESCO report entitled Education For All Report from the Sub-Saharan Region: Assessment of Basic Education in Sub-Saharan Africa 1990-2000 (p. 70) aptly describes the impact of HIV/AIDS on education as follows: "the gains recorded in education as well as the opportunities opened up by the great mobilization surrounding basic education for all, are in danger of being seriously threatened by the Aids pandemic." Furthermore, the Namibia: Human Development Report 2000/2001 (p. 10) "ranks Namibia as the seventh most infected country in the world, with an overall prevalence of just under 20% among the adult population." Official reliable statistics regarding the spread and effect of HIV/AIDS in Namibia's education and training sector are not readily available at this point in time. What is indisputable though, is the fact that: the HIV/AIDS pandemic is spreading at a very alarming rate. The education sector and the school system in Namibia are equally and particularly vulnerable to the pandemic.

In the context of Namibia, the 1999 Presidential Commission on Education, Culture and Training, in its main report (p. 61) gives the following ominous, but true message: "if the present rapid spread of the disease is not halted and reversed, the population of the country will be greatly reduced and the plans for national economic and personal development will be nullified." Phoror and Venditto (Namibia: A Decade of Independence, 2000, p. 131) argue that: "HIV/AIDS, is a major threat for economic development able to reverse the

success that the Namibian economy has been able to achieve in the last ten years." Undoubtedly, the HIV/AIDS pandemic presents a significant, vivid and deadly additional challenge towards the realization of Namibia's broad educational policy goal - of equitable and accessible education for all. At household level, HIV/AIDS is seriously overstressing the families' coping capacity through its impact on income, costs, psychological effects of illness, deaths as well as the devastating disruption of family structures.

According to a Report: Impacts of HIV/AIDS on education in Namibia (2002. p. 5), "the total number of children in Namibia, who have lost at least their mother to AIDS, will rise five-fold from the 2001 levels of around 24,000 to around 132,000 in 2010." Clearly, orphans will be the most affected group. This is a clear demonstration that with regard to orphans, dropping out of the school system and/or failure to enroll, is the grossest manifestation of the HIV/AIDS pandemic. With the salary bill already too high, it further means that it will not be possible to fund the appointment nor the training of the needed relief teachers. Higher levels of absenteeism, especially due to funerals, sick leave and employee illness, are not only disruptive on the school system, but are also costly, in all respects, to the proper functioning of the education - and indeed the school system. The socio-economic consequences of the HIV/AIDS pandemic are, to put it mildly, simply staggering. Many school going children lose their schooling if they have to stay home to look after a sick parent or if there is no money to pay for school fees or transport. Many learners and teachers could be severely traumatized by the

illness and by the loss of their peers and colleagues. It is true that the HIV/AIDS pandemic is affecting both the demand and supply of education. The attrition rates caused by deaths, illness, financial constraints, demand for home care of the sick and other family and social circumstances will certainly continue to reduce enrolments at all levels of the education system.

The warning contained in the Report (Impacts of HIV/AIDS on Education in Namibia, p. 32) that, "HIV/AIDS epidemic threatens to obstruct further progress and undermine gains already made by society and the education sector "is not an exaggeration, but reflects the practical real and negative effects of HIV/AIDS on the Namibian education system (and particularly the school system). Such effects are likely to affect the already disadvantaged communities and individuals more negatively and disproportionately. In the final analysis, such impacts would seriously obstruct Government's genuine attempts to expand and improve equitable access to educational opportunities to and for all. The World Bank in its publication, A Chance to Learn: Knowledge and Finance for Education in Sub-Saharan Africa (2001), p. 26) aptly describes the impact of HIV/AIDS as follows: "in the most severely affected countries, spreading from eastern through central and southern Africa, HIV/AIDS is reversing years of investment in education and training, creating shortages of skilled labor in the modern sector and burdening already overextended health budgets." Here, I can only add the already overextended Namibian education budget (at least for the Ministry of Basic Education, Sport and Culture). The cost of training academic, professional and

support staff, due to premature deaths and costs incurred in the form of employee benefits, during illness or after death, will continue to divert funds from core functions which are supposed to be focussed on educational provision, improvement and growth. Surely, such a scenario does result in a reduced capacity of the education system to provide the essential required education and training to the Namibian people - young and old.

On a positive note, it needs to be pointed out that, in as much that HIV/AIDS has a devastating and destructive effect on Government's efforts to expand access to equitable and quality education for all in Namibia, it is widely acknowledged that education systems have a vital role to play in reversing the spread of HIV/AIDS by addressing some of the key underlying causes. These are: lack of knowledge, poverty and gender inequalities. It is universally understood and most probably accepted that education cannot, in all fairness, provide all the required and effective solutions to all the dynamic and complex socio-economic-human problems. However, it does most certainly empower people to better understand issues and therefore assist in providing possible solutions, even to some intricate problems, in the very end.

Education is a proven means to prevent HIV/AIDS. A general basic education has an important preventive impact on HIV/AIDS. It has the power to equip children and youth to make healthy decisions concerning their own lives. Education is able

to bring about long-term healthy behaviors, thereby giving people the opportunity for hope and economic independence.

In conclusion, the fight against HIV/AIDS, require and must most certainly continue to require the determined efforts of all and the assistance (financial, material, expertise) of many. Government resources alone are in the least, not enough to mitigate the effects of HIV/AIDS on Namibia's education and training sector. Like in many wars, the war against HIV/AIDS most urgently needs many soldiers, weapons and equipment. Namibia cannot and is not able to provide all these – alone.

3.9 MARGINALIZATION AND POVERTY

By 2001, Namibia had 1,545 schools of different types and control (government or private). The total learner enrolment in those schools was 528,958 (MBESC 2001 Annual report. p. 102). By the end of the twentieth century, more than 95% of all primary school going children, in Namibia, were indeed in school. However, it is noteworthy to observe that as educational access expanded, it tended to reach mainly those children who are most easily reachable. The challenge is to locate and accommodate the "missing" 5% who are not in school. These so-called "missing" children are generally referred to as the Educationally Marginalized Children (EMC). Educationally Marginalized Children are defined as: "children who for one or other reason, have difficulty in getting access to basic

education or who drop out prematurely, or who have been pushed out from the formal education system by the system itself," (National Policy Options for Educationally Marginalized Children, 2000, p. 2). In the context of Namibia, these are essentially the children who, due to various reasons and factors, drop out of the education system too early, before they have completed the compulsory primary education cycle or the first seven years of their education (Article 20(3) of the Namibian Constitution). Poverty is one of the main reasons for many primary school going age children, from especially the marginalized communities (San speaking people, Ovahimba, farm workers) not attending school or dropping out of school at a very early stage. Many poor families contend that their children drop out of school, because there is no food for them in the household to eat, before or after school. In some situations, (very common in the Tsumkwe areas of the Otjozondjupa political region of Namibia), some parents from the marginalized communities simply withdraw their children from school so that they can look after their younger siblings; while their parents would go out, usually in the field to look for food. Poverty, coupled with other socio-cultural and economic factors, undoubtedly complicate the already difficult task of providing education, especially to the marginalized communities.

The needs of the educationally marginalized or disadvantaged are often distinct and more intensive than those children, who are already benefiting from schooling. It follows that special targeted programs and compensatory policies

are fundamental to improve educational coverage, access and outcomes for this category of people.

In his report on Educationally Marginalized Children: Ondangwa East and West Regions, Hailombe reached the following findings: "A high number of San children in the Okongo Constituency settlements are still not attending schools, although schools are very close to them. It was also found that they mostly drop out of school at early stages," (MBESC March 2002 Report, p. 3). From Hailombe's findings, it is quite clear that among some of the factors that complicate access to education and schooling for marginalized children in Namibia are: poverty, negative attitudes by others towards the marginalized children, alcohol abuse and economic exploitation of marginalized communities as cheap laborers. The majority of these poor marginalized children are enticed away from school by both commercial and communal farmers who employ them as cattle herders, homestead child caretakers and as general casual workers. The Commission of Inquiry into Labor related Matters affecting Agricultural and Domestic Employees (1997, p. 225) gives a vivid description of children who work as domestic employees and on farms as follows: "children who work as domestic employees, it was found, were usually those who left school, because of poor academic performance, who came from impoverished or single parent families or who had run away from home. In most cases, employed children were destitute. They had to find work in order to survive."

The challenge for Namibia and the Namibian education system, is to reach out and eventually not only accommodate the approximately 5% marginalized children in the education system or school system; but to keep them in the system. This can only be successfully accomplished by addressing the barriers that keep or force these children out of school in the first place. In the case of the Ovahimba people, a nomadic people, who mainly live in the Okaoko areas of the Kunene Region, the Government, with the assistance of NAMAS (a Norwegian NGO) has gone an extra mile to ensure access to education and to schooling for the Ovahimba marginalized children. The concept of Mobile Schools was introduced. The mobile school units have been devised to adapt to the socio-cultural context and life experiences of the Ovahimba learners. The idea is to make education meaningful to them. Indications are that the mobile school units are providing access to education to a large number of learners who would otherwise have been unable to go to school.

The Namibian Government's "education for all" agenda is not limited to children, but also to adults and out of school youth. The provision of education to adults and those youth who dropped out of school is meant to take place at the same time that formal schooling for children is expanded and upgraded. To cater for those adults and young people who never had a chance to learn to read and write, a National Literacy Program was launched. By the end of 2001, more than 182,000 adults have learnt to read and write in the Mother tongue (Namibian's First Decade: Education in Perspective, 2000, p. 38).

Further efforts have been and are being made to ensure access to education, especially to those who drop out of or fail secondary level, through the Namibian College of Open Learning (NAMCOL). NAMCOL is further an important second opportunity educational institution for particularly girls who drop out of school prematurely, due to pregnancy.

3.10 HOSTEL ACCOMMODATION

As already pointed out, Namibia is a big country with a relatively small population. It follows quite logically that the country's geography with its scattered population, in many practical respects, makes it unavoidably necessary to provide some kind of hostel accommodation, especially for those learners who are not within daily walking distance to and from their school. As the provision and the maintenance of hostels are both intensive and expensive undertakings, it follows that in terms of their utilization, they have both potential positive and negative effect on the practical implementation of Namibia's policy of equitable access to education for all. First, on the negative or inhibiting side: hostels are expensive. Money used to build hostels and to provide the other required amenities like beds, cooking utensils, food and the salaries for the hostel workers is simply high and too much. Such money could most probably be best utilized in terms of building more schools, classrooms, libraries, and laboratories or to purchase the other necessary learning and teaching materials. Many parents and learners, from poor backgrounds can hardly pay the required hostel fees. In such situations, no

access to and non-availability of hostel accommodation impede access to education and to schooling. In 2001 the Ministry of Basic Education, Sport and Culture administered and funded the operations of 194 Government hostels and subsidized more than hundred private school hostels, at a cost of N\$204,815,000 (two hundred and four million eight hundred and fifteen thousand Namibian Dollars) - (source: 2001 MBESC Annual Report, p. 53).

Donald R. Snodgrass (see Inside Reform, 1998, p. 274) describes Namibia's hostel program as "an unusual feature of education in Namibia." It needs to be emphasized though, that for many learners, especially those that must attend school far from their parental homes, the provision of hostel accommodation could be characterized as a necessary and indispensable necessity, even though the financial cost is high. In this respect, hostel accommodation could be seen as a much better devil, from amongst the many bad and expensive devils. It is true that reducing the financial spending on hostels may well make funds available to be utilized somewhere else in the education system, but it is equally true that if such action is carried too far, the envisaged reduction may even seriously disadvantage those learners who happen to live far from more densely populated areas, without hostel accommodation. The absence of hostel accommodation might also make it very difficult for learners from the remote rural areas, where there are no easily accessible day schools, to secure access to a high quality education.

The example of either using financial resources to provide hostel accommodation or rather to facilitate access to schools clearly demonstrates the omnipresent tensions among the competing goals of especially access and quality. To achieve some measures of success, tradeoffs and compromises become unavoidable and inevitable. In the case of Namibia, if more is still to be achieved in terms of an expanded access to an equitable quality education, it will become absolutely essential that fees have to be charged for hostel residents. Such fees must be sufficient enough to cover the recurrent cost of hostel provision and maintenance. This brings one back to the issue of poverty. Many people are poor in Namibia. It is generally and universally accepted that poverty limits human freedoms and deprives a person of dignity. This includes the fundamental right of access to quality education. The policy of building schools nearer to learners' homes need to be pursued wherever and whenever possible and feasible, as this may make the need for hostels unnecessary. On the contrary, building schools and classrooms nearer to learners' homes enhance access to education and schooling.

3.11 THE MEANING OF ACCESS TO LIFELONG LEARNING IN A GLOBALIZED WORLD

As was already pointed out, Namibia obtained her independence in 1990. Globally, very significant events took place at the same time. On the educational front, the Jomtien World Conference on education for All took place in Thailand, in early March 1990. The World also witnessed the collapse of the Union of

Soviets Socialist Republics (USSR) and the end of the Cold War, in the early 1990's. It is because of such major international events as well as the prevailing political educational - economic and social environment at that time, when Namibia gained political independence, state - and nationhood, that the Government's interpretation on and understanding of its access policy, should be viewed as much broader, than, when only appreciated in its domestic or local context. The access policy cannot be narrowed down to; nor should it be strictly confined to formal schools only. In fact, article 20(2) of the Namibian Constitution does apply to adults as well as to children, when it talks about compulsory primary education as a right "for residents within Namibia." Providing adult education, literacy programs and other skills training programs, especially to those who, due to various reasons missed out, to attend formal schools, is definitely part of the broad policy agenda of broadening access to learning and training opportunities, for all and to all. The demand for such access is growing at a very fast and great rate. In Namibia, it is evidenced by a surprising number of private education and training institutions, which mainly use the distance education mode.

The Delors report (Learning the Treasure Within) has significantly expanded the meaning of access to education and learning to include the acquisition of knowledge, skills, values, attitudes and morals which must eventually enable a human being to learn to be, to live together and to do. The core essence of access in education is really about being in a position to acquire knowledge, skills

and information anywhere and by any means. The place where such learning is acquired is not that paramount. The quality and relevance of the learning surely is.

Access to education or to learning opportunities as a policy objective, has been broadened and developed to essentially also mean: reaching the unreached or taking education to the unreached by using various technologies. This broader concept of access was most certainly what the 1999 Presidential Commission on Education, Culture and Training in Namibia, had in mind when, in its main report, it stated that: "indeed, change on a global scale is now so fast, that it is widely recognized that school is only the beginning of a lifelong educational journey. A country, which is unable to become a nation committed to lifelong learning, will fall behind and be dominated by others. A high proportion of Namibian adults have a great deal of lost ground to make up. This cannot be done in school; the deficiency can only be made good, by modern forms of education, by open and distance learning and part time study." (1999, p. 11).

Like in many other countries, it has been long realized in Namibia, that the expansion of formal schooling opportunities only, can no longer be regarded as the ultimate desired solution of access in any society. In the face of demographic pressures, shortage of teachers and other many constraints facing formal institutions of learning, I strongly argue that the definition and meaning of access, must necessarily be broadened to mean the provisions of alternative ways to

education which must prove to be solutions, in terms of achieving comparable goals of worthwhile knowledge and information, through different and more appropriate arrangement and means.

The policy of access must also contend with the emerging challenge of providing to those, who are already within the formal education system, with further access to knowledge and information that cannot be found in the curricula, syllabi and textbooks of their formal institutions or schools. This is so, due to the fact that the continuing explosion in knowledge and information means those teachers, for example, are no longer the sole purveyors of what is taught in schools or what learners need to know. In the words of (Ream Wright: "the borders of the schools should not be the borders of learning. A critical challenge for access in the formal education system, therefore, is to reach out beyond the boundaries of the formal institutions in order to tap various other sources of knowledge and information, for the benefit of learners." (Issues in Education and Technology, 2000, p. 29).

The challenge for the Namibian education system is in my considered opinion to continue in extending access to those outside the formal education system, while at the same time, the system must also ensure that those who are within the formal system are also given greater access to an ever expanding world of knowledge and information without, in the process, creating the fundamental dilemma in terms of equity. This challenge is surely a mammoth one.

Access to education, like in this age of immense technological advances, the age of the Internet, is really and fundamentally about reaching the unreached, while at the same time enriching the reached. This is what the Presidential Commission on Education, Culture and Training probably had in mind when it stated that: "schools on their own cannot provide education for all and to all. Moreover, schools do best when they are part of learning, when the teachers are growing intellectually and keeping up to date as lifelong learners, where parents and guardians take an interest in their children's learning and themselves set an example as adult learners." (1999 Report, p. 30). Access is about both the provision, as well as the uptake of opportunities for education, schooling and lifelong learning. It is a broad and all embracing concept. The concept of access should be understood to mean much more than the initial enrolments in schools. What is far more important than learner enrollments is the ability to stay in school and successfully complete a prescribed cycle of learning. Providing enough school places to accommodate all the school-aged population is but one aspect of access. It does not tell the whole story. In this study the concept and policy goal of access to education is conceived in its broadest possible term to include what C. Wright calls: "enabling individuals to acquire the knowledge and skills that they require or desire for different purposes." (Issues in Education and Technology, 2000, p. 28).

CHAPTER FOUR--PLANNING FOR THE FUTURE

"Managing an education system is like crossing a rapid river by stepping from one rock to the next. There is always the risk that we will slip on a wet stone and swept along by the current. It is hard to be looking forward to see where to go and at the same time to be looking down to make sure the footing is secure." (quoted from *Toward Education for All*, 1993, p.15)

Chapters Two and Three of this study essentially and largely dealt with Namibia's basic (primary and secondary) education scene. Both the past and the present were analyzed. The inadequacies of the "distinctly dehumanizing" (Gonzalez, *Africa Today*, Vol. 47, N01, p. 104) Apartheid education system on Namibia, were highlighted and discussed. Chapter Three specifically dealt with the successes, constraints and challenges, after Namibia's political independence in 1990 to the present. Attempts and efforts that were made by the Government to practically implement its stated broad policy of education for all; more particularly the policy of equitable access to quality education for all were investigated, analyzed, and pointed out clearly.

Chapter Four is about the future, the largely unknown future. Drawing from the facts and evidence presented in Chapters Two and Three; Chapter Four is basically written from the past, in the present, but mainly for the future. It reflects on the past and present while attempting some predictions for the future.

A journey through Namibia's pre and post independence basic (school) education systems clearly reveals that, both the past and the present, could be much helpful and meaningful; only if appropriate lessons could be derived and learned therefrom, in order to make relevant and correct decisions for the future. Simply blaming things on the past and/or even the present, surely cannot and do not make them better now or in the future. For, as Mandela once remarked: "The purpose of studying history is not to deride human action, nor to weep over it or to hate, but to understand it and then to learn from it, as we contemplate our future," (In the Words of Nelson Mandela, 1997, p. 35)

4.1 TOWARDS A LEARNING NATION

The world today is and will in the future continue to be characterized by globalization, intense competition for markets around the world, the information and knowledge revolution. Globalization or the rapid change in technology and patterns of trade, with a freer flow of goods, funds, manufacturing capacity and information across international boundaries, means that for Namibia to remain competitive, its nation must constantly be learning. Namibia as a developing nation will not escape these challenges. As a member of the global world, the country will have to devise strategies to meet the emerging challenges. Education, more than ever before, will be expected to be called upon to take the

lead, up in the front, and to provide answers and solutions to those challenges and problems.

Education and training systems must therefore be developed in such a way, so that, eventually, the huge investments that are made in the sector would contribute towards the maximum development of Namibia's human capital. In the end, it is the educated and trained human staff, who must exploit Namibia's plentiful natural resources, namely: minerals, land, fish, natural gas and the country's scenic beauty. Expansion of the formal school system alone may not be sufficient and adequate to respond to the growing needs and demands. Attention should thus also be given to the expansion of learning through Open Distance means as well as the skills training through Technical and Vocational Training Institutions. This is more urgent as, currently, educational opportunities, especially after the completion of Basic Education (Grade 10) are still not available to all children in Namibia. Many learners who do not achieve the required minimum points (in 2001, 22 points were required) in the Grade 10 or Junior Secondary Certificate examination do not proceed for their Senior Secondary education (Grade 11 and 12) in the formal secondary school system. The Ministry of Basic Education, Sport and Culture's 2001 Annual Report (p. 15) states that: "in 2001, a total of 35,808 candidates registered for the 2001 National Junior Secondary Certificate (Grade 10) Examinations. Of this number, 25,081 candidates were full time and 10,727 were part time. The final 2001 Grade 10 examinations results revealed that only about 50% ($\pm 12,000$) of the full-time

candidates could proceed to Grade 11, in Namibia's formal Senior Secondary school system. What happened to the other more than 12,000? What happened to those other thousands before them? And to those, that will follow them? The large majority of this number had to enroll with non-formal and distance education institutions, notably the Namibian College of Open Learning (NAMCOL) to complete their Grade 10 or Grade 12.

For the future, this study strongly recommends, that continuous and focused attention towards the further development and expansion of open-non formal distance learning educational infrastructures are not only justified, but paramount. Expansion and development of ODL (Open Distance Learning) programs have the potential to ensure sufficient, accessible and equal opportunities to quality education for all. Undoubtedly, Namibia will continue to experience a huge demand for expanded access to equitable quality education at all the levels of the formal education system. It is in this regard, that I honestly believe in the power of ODL, to relieve the intense pressure and complement the efforts of the formal education systems. Furthermore, ODL are vitally important to further develop and support the spirit and practice of lifelong learning and lifelong education in Namibia.

It is to be expected that those young Namibian adults, who have attained some degree of education, either through the formal or non-formal means, will continue to demand more education and training, especially at the post secondary or

tertiary levels. These young people will continue to seek the upgrading of their skills as well as the secure technical and/or professional qualifications. Any future planning must therefore seriously consider this fact. Again, evidence abounds that open-distance education appears well positioned, at least in the context of the Namibia educational scene, to be the most practical and cost effective strategy of addressing such huge demand in education and skills training.

Such an approach is also in line with the Government's vision on distance education as articulated in *Towards Education for All* (1993, p. 105): "distance education will serve a broader population, all those who have reached a level, comparable to Grade 10 and who wish to continue their learning. Its major mission will be to improve the education of the thousands of our young people whose employment or location make it impossible for them to participate in residential education programs." For Namibia to meet the challenges of globalization, in the twenty-first century it is absolutely and critically important that the country, through its government, should re-commit itself to the ideals of becoming a learning nation, through continuous lifelong learning and lifelong education.

In its 1999 election Manifesto, the SWAPO Party promised that "increased emphasis will be put on promoting skills training and managerial competence to ensure that our young people are equipped with marketable skills that will enable

them to locate and secure productive employment or become entrepreneurs."

(SWAPO Party 1999 Election Manifesto, p. 13)

4.2 CONTINUING THE MOMENTUM FOR CHANGE

Education is a process. It is a lifelong activity. Providing educational services therefore is not a once off event. Even though some achievements were recorded in the educational sector, especially with regard to expanding access opportunities, many challenges wait to be addressed in the future. Such work has to be done and must be done. Successes and positive achievements should never be regarded as sufficient or finite. Efforts should be intensified to keep and improve upon the momentum for change, brought about by the reform of the education system so far. In so doing, I recommend and consider that the following policy documents continue to be the guidelines or roadmaps for the educational policymakers; planners and administrators:

- (a) The government's policy document which translates the Namibian philosophy on education into concrete and implementable government policies, namely Toward Education For All: A Development Brief for Education, Culture and Training;

- (b) Some important recommendations from the 1999 Presidential Commission on Education, Culture and Training Report, more particularly as discussed in Chapters Three and Four of this study;
- (c) The relevant sections of the Governments 2001-2006 Second National Development Plan (NDP II), that deal with education and training matters;
- (d) The Ministry of Basic Education, Sports and Culture's (MBESC) Strategic Plan 2001-2006
- (e) The Ministry of Basic Education Sports and Culture's Namibia Education Sector HIV/AIDS Strategic Plan.
- (f) The Ministry of Basic Education , Sports and Culture's Decentralization Plan and
- (g) The Government of the Republic of Namibia's Vision 2030.

Fundamentally all the mentioned policy documents reflect and articulate the Namibian Government's development goals. These goals are essentially the following:

- To revive and sustain economic growth;
- To develop the country's human resource capital;

- To create employment;
- To reduce inequity in income distribution;
- To reduce poverty;
- To fight the HIV/AIDS pandemic.

Education is seen as a very important weapon in practically realizing Government's development goals.

On 27 January 1998, President Sam Nujoma, in a speech to the Namibian Cabinet articulated Namibia's Vision 2030 as follows: "a vision that will guide us to make deliberate efforts to improve the quality of life of our people to the same level as their counterparts in the developed world by the year 2030." (President Nujoma's speech, 27 January 1998).

Vision 2030 is a comprehensive statement based on a critical review of past performances in all the sectors of the economy and society, including education. It calls for a quality of life in Namibia, for Namibians, equal to that in developed countries. An important feature of the quality of life, which is envisioned in Vision 2030, would in my opinion, also include, access to quality education, lifelong learning, skills training and information. For Namibia to keep the momentum, enough financial resources to the education sector are necessary now and in the future. In this respect, the 1999 Presidential Commission on Education, Culture and Training, observes as follows: "we have already expressed our view that this

investment has produced outstanding results and we recommend that a similar proportion of the national income should continue to be invested in the growth and transformation of the educational system. We believe however that the growth and above all improvement of the educational system is a prerequisite for national growth and development." (Presidential Commission Report, 1999, p. 73)

The proportion of the national budget currently devoted to education should therefore not fall; even if significant annual increases are not feasible.

In Namibia, access to education has not only been extended to cover primary and secondary school going children. Children belonging to the so-called marginalized groups as well as children with special needs (disabled children) are also included. For the future, the funding of education, to further expand access opportunities and to improve quality in education, would undoubtedly, be even more expensive. Planning would therefore be best advised to develop timely strategies that may bring about economies of scale in the rest of the education system. Furthermore, the planning process would need to provide for set goals and actions plans that should focus on the further diversification of qualifications and the development of a technology driven environment. This is particularly relevant to the post-primary (Grade 11-12) and tertiary levels of education. To ensure financial sustainability of the programs, some cost recovery measures may be considered. Keeping the momentum to expand access to education for all is, in the end, necessary for achieving equity among Namibians. Such efforts are

also necessary for maintaining social harmony and peace among the various ethnic groups in Namibia.

I conclude this section with references to what Torsten Husen and Postlethwaite had to say: "there is every reason to believe that the country and its education system will succeed in achieving the goals of access equity, quality, democracy and lifelong learning. The overarching challenges for the future will most certainly involve finding more resources to bring about further equitable and qualitative improvement in education." (International Encyclopedia of Education, Vol. 7, 1994, p. 4043). This view is corroborated and supported by the evidence produced in this study.

4.3 PROJECTIONS FOR THE FUTURE

One major challenge of visionary management of educational services in the future must in my view, involve the ability to navigate through chaos, frustrations and uncertainties that may help to define the future. Policy makers and education managers should all utilize both rational and intuitive creativity to define the future and how to achieve the strategic educational goals. The Ministry of Basic Education Sport and Culture's main medium planning priorities, projections and objectives are set out in a policy document, entitled Strategic Plan 2001-2006. The plan identifies the following eight national priority areas as follows:

- Equitable access,
- Education quality,
- Teacher education and support,
- Physical facilities,
- Efficiency and effectiveness,
- HIV/AIDS
- Lifelong learning and
- Sports, arts and cultural heritage.

Making accurate projections for and about the future is both a risky and complicated affair. The past history is largely known. The present is relatively comprehensible and intelligible. The future, on the other hand, remains unpredictable, unknown, and unpredictable. Sometimes, the future may turn out to be quite different from what is planned. Economical, financial and or political reasons may even make it impossible to realize the plans as set out in Government policy documents. Under such circumstances, it is my considered view that planning and projections must be seen as prioritizing and making difficult choices about what policies, plans and programs ought to be implemented when, how, with what, why and by whom. Prioritizing is absolutely essential in the light of fierce competition for the available resources that would increase from the other sectors. It is thus expected that the financial resources that might become available to the Namibian education sectors will dwindle in the future. It will be very important therefore that in future, the best possible forecasts

of economic growth or decline should be made on a regular basis by Government institutions like the National Planning Commission, Ministry of Finance and the Bank of Namibia. The Education Ministry, using its Educational Management Information System (EMIS) division, should also continue to provide information and reliable statistical data through for example, the Annual Education Census to policy makers, managers, planners and administrators. Such data is important for:

- Calculating the expected future demand and supply of teachers;
- Calculating expected growth or decrease in enrollments;
- Estimating the demographic and financial effects of HIV/AIDS on access and quality;
- Estimating the number of school infrastructures;
- Establishing improvement in teacher qualifications.

The 2000-2001 MBESC Annual Education Census provide the following information: In 2000, there were 512,294 learners in Namibia's school system (grades 1-12). This number increased to 543,260 in 2002. The number of learners in Namibian schools is projected to reach 613,000 in 2007. Further details are provided in the table, in Appendix A.

Policy makers, educational planners, development partners, and education program implementers should carefully use the information to ensure that access,

quality, equity, effectiveness, lifelong learning and democracy are further promoted and developed in the Namibian education systems. Accurate and reliable information is fundamental to achieve better decisions, better planning, judicious allocation and utilization as well as of resources enhanced quality teaching and learning throughout the education system.

Admittedly, there are complexities and barriers inherent in any educational planning. Towards Education For All put it: "the landscape of education is filled with people and their institutions, not hills and rivers. And people do move around. They change their mind adopt new priorities, discard policies and elect and reject leaders. Consequently, education planning must deal with ambiguities, active subjects and uncertainty." (Toward Education for All, 1993, p. 152)

4.4 DECENTRALIZING EDUCATIONAL SERVICES

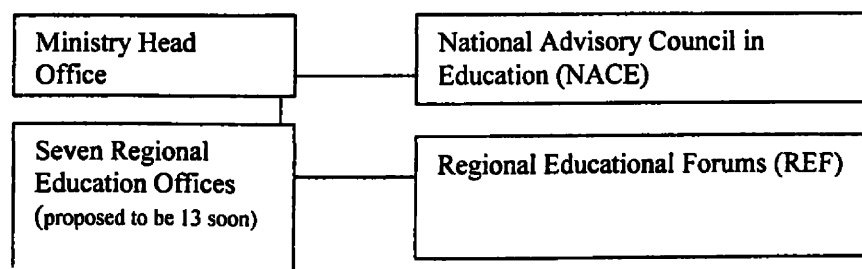
At Namibia's independence, on 21 March 1990, the country's education system was fragmented. There were different parallel education systems organized and run along ethnic tribal lines. With independence, the first urgent task for the Education Ministry was to unify the various ethnic education systems into one strong centrally located authority.

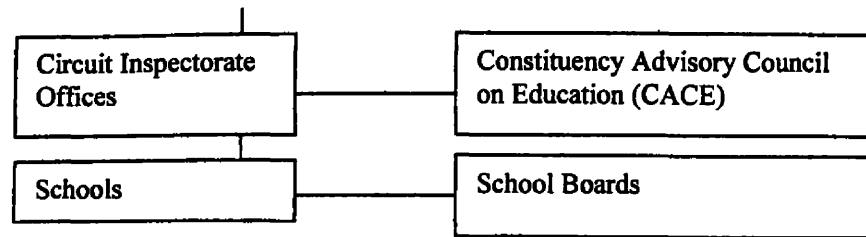
Education policies, plans and programs are by nature, implemented at the most locally based administrative structure, and the school. Schools are situated in communities with the mission and mandate to serve those communities.

In 1992, Namibia held its first Regional Councils and Local Authority Council elections throughout the country. Politically and for administrative reasons, Namibia is divided as follows:

- (a) Central Government (based in Windhoek, the Nation's Capital);
- (b) Thirteen political regions, with elected Regional Governors and Regional Councillors. A region is further divided into various Constituencies. A Regional Councillor is the political head of the Constituency and is directly elected by the eligible voters of a particular Constituency.
- (c) Various local authorities (Municipalities, Town Councils, Village Councils, etc.)

A diagrammatic structure of the MBESC, showing its various administrative units at present, looks as follows:





Decentralization of power, services, duties and responsibilities is not limited to the political system. At the administrative level the SWAPO Party and its government are committed to devolving some functions and services from the Central Government to the lower levels of state authority. Education is one of those functions and services. It is envisioned that some measure of careful decentralization of powers, functions and resources to the regional education-and school authorities, could be an essential development for the further expansion and improvement of equitable access to quality education in Namibia. Such efforts are in line with the objectives of the 2001 Education Act (Act 16 of 2001), the MBESC Decentralization Plan and the MBESC Strategic Plan 2001-2006.

I support the view that, at this stage of Namibia's socio-economic political developments, decentralization in education would mean "an effective and efficient balance between central authority and local autonomy." (Toward Education For All, 1993, p. 172) This simply means that decentralization of education services must be closely and carefully coordinated. It should not contradict the Central Government's overall decentralization of the country's political and administrative system. The process should be properly and

professionally guided to avoid any possible fragmentation and/or deterioration of educational services, due to regional loyalties, interests, shortcomings (in terms of resources and expertise) as well as inefficiencies.

At the political level, the vision should be: "to effect the implementation of decentralization within the overall national goal of striving to achieve national reconciliation and to foster peace and a common loyalty to a unitary state," (SWAPO Party 1999 Election Manifesto, p. 6.) Indeed Article 1 of the Namibian Constitution, establishes the Namibian state as: "sovereign, secular, democratic, and unitary state founded upon the principles of democracy, the rule of law, and justice for all."

In summary, any future planning of Namibia's education system must carefully consider the issues of decentralized education services to both Regional, Local and School authorities. What to decentralize; when and how to do it, are important questions that must be clearly answered and well explained to all stakeholders long before any actual practical implementation is considered. In the end, and after having carefully considered the county's educational history, prior to the attainment of political independence, I strongly recommend that decentralization of some educational services is necessary and almost unavoidable. However, as a central authority, the Ministry responsible for education matters, must now and in the future retain and assume overall

responsibility for policy formulation, policy coordination, planning, overall technical support, recruitment and training of staff (especially teacher training.)

Decentralization of education services must be and should be viewed as:

"An instrument to enhance democracy and development, promoting ownership, responsibility and accountability at grass-roots level." (MBESC Strategic Plan 2001-2006, p. 13.) Decentralization of educational services must be constantly assessed and evaluated, to ensure that the broad goal of equitable access to quality education and lifelong learning is enhanced or advanced and not stifled.

CHAPTER FIVE—CONCLUSIONS

Soon after the attainment of political independence in March 1990, Namibia has been engaged in an ambitious, but carefully planned education reform program. The program commenced with a complete transformation and dismantling of the then eleven, second-tier apartheid created educational and cultural services into one unified national structure.

This study attempted to highlight efforts that were made between 1990-2000, to implement the goal of equitable access to quality education for all. Challenges, constraints and problems encountered, (or being encountered) were thoroughly discussed, particularly in Chapter Three. Chapter Four mainly looked at the future prospects and challenges.

From the evidence gathered and facts presented in the study, it is clear that Namibia has succeeded to put in place a new education system that would promote the noble objectives of: access, equity, quality, justice, equity, human rights, fairness, lifelong learning and democracy. Much had been successfully accomplished so far. Evidently, education has not expanded in Namibia without difficulties and problems. Clearly, resources (financial, material and human) are not as yet, equitably distributed to all the various sub-sectors of the education system. Disparities around and between the educational regions have not been completely eradicated. Due to growth in the population and urbanization, school

facilities, notably in the densely populated northern regions of the country as well as in the rapidly developing metropolitan/industrial centers like Windhoek, Oshakati, Walvis Bay are mostly overextended and overcrowded. Learners' academic performances, in particular during national examinations (Grades 10 and 12), are still mixed with regions and schools that have better physical infrastructures and qualified trained teachers, performing better. What has come out quite clear, is that resources do operate as a strong fundamental constraint and restraint on transforming and reforming an education system. This is particularly true of a system that was previously based on the philosophy of educating an elite (the chosen few) as compared to the one that is meant to provide education for and to all.

Overall, it must be stated that Namibia has certainly succeeded in establishing a commendable solid foundation, from which to further reach its goals of providing equitable access to quality education, relevant to its people and their surroundings. Furthermore, Namibia implemented the educational reform program, in the spirit of consultation, contact, communication and where necessary compromises. The reform process was carefully and pragmatically navigated through and among the many delicate political, social, cultural and fiscal issues that confronted the new state, especially during the first five years following political independence.

5.1 SUMMARY OF FINDINGS

I would like to summarize the main conclusions and findings of this study as follows:

- (a) In Namibia, the goal of access to education, particularly as it relates to universal primary (basic) school enrollment, has been largely achieved, already by the year 2000. The challenge now is to ensure that all children successfully complete their primary education, (Grade 7) and/or basic education (Grade 10). Article 20(3) of the Namibian Constitution states as follows:

"Children shall not be allowed to leave school until they have completed their primary education, or have attained the age of sixteen (16) years, whichever is sooner, save in so far as, this may be authorized by act of Parliament on grounds of health or other consideration pertaining to the public interest."

- (b) Educational programs that specifically target the educationally marginalized children, still need to be well coordinated and intensified.
- (c) Even though, "education cannot transform the world, and the

world cannot be transformed without education." (Robinson, 1992, Educational Review, Vol. 34 (1) p. 31) in Namibia, education is perceived as a strong vehicle to promote economic development and a fairer egalitarian society.

- (d) The targeting of activities that would in the end foster equity in the allocation and distribution of the available financial, material, physical and human resources must still remain as an important item on Namibia's continuous educational reform agenda. This goes together with the issue of effectively and judiciously utilizing the available scarce resources in education, through good management.
- (e) While a more general understanding of what is meant by the concept "education for all" does exist, it would appear that a clear and unambiguous understanding of what is really meant by "free education," is not there. A dialogue to try and reach such a common understanding is therefore necessary. The dialogue should be initiated as soon as possible.
- (f) Government has consistently, since the country's independence, allocated the largest share of its national budget to education. Evidence show that such allocation might not increase significantly in the future. A new orientation of cost sharing measures, especially at the post primary and

tertiary levels will be needed soon. Such measures will be needed at the post primary and tertiary levels.

- (g) Further expansion of access to primary and secondary education in Namibia is still possible and indeed required. Financially, the task of building new and expanding existing school infrastructures near the children's homes could be affordable, if low cost models are to be adopted, without compromising on quality. Essentially, such an approach would imply, moving away (when and where ever practically possible), from building hostels or boarding schools, which are evidently expensive in both capital and recurrent expenditures.
- (h) The successful realization of the noble goal of equitable access to quality education is not and could not be possible without the active support and participation of important immediate stakeholders in any education or school system: teachers, parents and learners. Community and parental support, shared control and management of the school system, including all its essential infrastructure are deemed very vital for the continued success of Namibia's education system. Democratically elected School Boards as established per the provisions of Part V of Namibia's Education Act (Act N0 16 of 2001) are very critical and indispensable in this regard.

- (i) This study has conclusively shown that the HIV/AIDS pandemic/epidemic does present a more disturbing, detrimental and devastating challenge both in terms of possibly "nullifying" (1999 Presidential Commission Report, p. 61) the past achievements, as well as complicating the further realization of Namibia's goal of moving toward equitable access to quality education for all. All efforts should thus be made and all available resources mobilized to fight the pandemic and to mitigate its effects on education.
- (j) Finally, Namibia requires and will further need political commitment, political stability, peace and positive socio-economic growth, to purposefully pursue the goals of education for all. For as Sparks and Green asserted, "if the country maintains the momentum and pursues a course of orderly economic growth, combined with a maturing political system, Namibia has the potential to develop into one of the most successful and progressive democracies and economies in Africa." (Sparks and Green, Namibia: the Nation After Independence 1992, p. 161).

5.2 IMPLICATIONS AND RECOMMENDATIONS

Reforming and changing an education system is a dynamic and continuous process. This is also true of the Namibian (Basic) education system. While the

doors of learning have been significantly widened and opportunities for schooling have been increased, the challenge for Namibia to continue to educate an increasingly growing school aged population, with few shrinking resources, must unavoidably continue. Such a scenario requires a rethinking of education objectives, methods and priorities.

It needs to be re-emphasized that for equitable access to quality education to be further enhanced in Namibia schools, targeting and concentration of resources, particularly for school buildings, equipment, teaching and learning materials in formerly disadvantaged rural areas, need to be done.

In short, this means equalization of resources on a per capita basis. In my view, renewed and sustained growth in the national economy will continue to be an absolutely critical factor in determining if such equal per capita redistribution of financial resources is to have any real meaning and improvements. This is particularly true of children who attend those many schools situated in the formerly disadvantaged rural areas (Former Bantustans, homelands.)

Understandably, without such improvement in the growth of the national economy, not only will those children continue to be denied equitable access to quality education, but the country's human potential will also continue to be wasted. Consequently, Namibia's economy may continue to suffer critical shortages of skilled, trained and professionally qualified human expertise.

Economic growth unquestionably remains essential to generate the much needed

employment opportunities for those Namibians who have taken advantage of the new expanded education opportunities in the country.

It is my considered view that for now, and for the foreseeable future, it will continue to be the unavoidable and unenviable task of any government in Namibia, to carefully judge and balance how far it can afford to modify the equal distribution of wealth created by capitalism, without jeopardizing the economic growth on which further expansion in equitable access to quality education, eventually depends. The thousands who, annually, graduate from Namibia's school and tertiary education systems, it must be stressed, do depend for employment opportunities, on the positive growth and expansion of the national economy.

Lemon is certainly right that, "education per se, will do little to undermine the recognized inequalities of any capitalist society. Education cannot directly create employment." (Lemon, *The Geography of Change in South Africa*, 1995, p. 141) Equally true though is that, education does have the potential to empower people to ultimately aspire to and achieve higher socio-economic status and higher earnings.

The following specific recommendations are finally made:

- (a) The Namibian education system should continue to particularly extend access to those outside the formal education system. At the same time,

the education system must also ensure that those who are within the formal education system should also be given greater access to an ever-expanding world of knowledge and information. Lifelong learning education programs are the appropriate vehicles to achieve this objective.

- (b) Proper maintenance, renovation and upkeep of the many school infrastructures are necessary to ensure that the gains and successes of access and quality are not compromised, eroded and/or lost.
- (c) The development of curricula that would also address issues related to skills training, entrepreneurship, and economic problems would soon become more urgent, as more school learners continue to fail and find employment in the formal labor market. Expansion of technical or vocational training institutions is thus necessary and urgent.
- (d) In the remote rural areas and in unproclaimed towns and villages, housing for teachers is still a major problem. The situation makes it very difficult, if not impossible to deploy, attract or retain trained professional qualified teachers to those needy areas. A housing scheme or incentive, that might assist and enable teachers to qualify for some kind of financial assistance to acquire own housing, even in un-proclaimed rural areas need to be urgently investigated, and if found viable, be implemented. Failure to

address the problem may prolong the dichotomy between urban and rural schools with regard to access and quality education in the country.

- (e) Given the serious financial constraints and the uncontrolled expansion of the salary bill (remuneration budget), on the one hand and the rapid increase in the size of Namibia's school population on the other, it is clear that the country shall continue to deal with the classical dilemma of improvement in the quality of education and the rising cost in the expansion of school places. Appropriate strategies will have to be worked out, to find a workable balance between the two, for the sake of further educational development and progress in Namibia.

Clearly, towards the close of 2000, a national system of education and training was in place and functional. The period between 1990-2000 could, in many respects, be described as a time of challenging and change. The global world is and has also been changing, In Namibia's education sector, it is clear that as old challenges are being addressed, and new ones are emerging. For the future the country's educational and training should be closely aligned to socio-economic development.

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APPENDIX A

- **Projected Learner Enrollments in Namibian Schools, 2000 – 2011**
- **Projected Teacher Demands, 2000 – 2011.**

Learners: Annual Education Census (AEC)
National

Grade	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Gd 1	64 805	66 736	68 231	69 468	70 916	73 145	75 086	76 910	78 619	80 298	81 974	83 699
Gd 2	57 761	59 098	60 824	62 130	63 174	64 343	66 248	68 035	69 713	71 285	72 820	74 346
Gd 3	54 825	56 799	57 893	59 004	59 738	60 186	61 226	62 956	64 663	66 274	67 787	69 255
Gd 4	54 995	54 641	57 191	58 827	60 362	61 563	62 137	63 137	64 809	66 560	68 239	69 820
Gd 5	60 531	60 527	60 003	61 862	63 468	64 921	66 255	67 036	68 051	69 683	71 519	73 341
Gd 6	50 557	51 448	52 522	52 303	53 638	55 026	56 311	57 492	58 250	59 115	60 449	62 008
Gd 7	45 023	47 003	48 679	49 969	50 171	51 439	52 766	54 019	55 177	55 980	56 808	58 017
Gd 8	44 326	44 216	45 859	47 233	48 233	48 297	49 299	50 524	51 734	52 867	53 709	54 515
Gd 9	33 403	36 133	37 536	39 372	41 121	42 612	42 927	43 715	44 751	45 821	46 841	47 639
Gd 10	22 538	25 294	28 314	29 664	31 275	32 816	34 026	34 326	34 940	35 758	36 612	37 430
Gd 11	12 170	13 274	13 555	15 140	15 860	16 703	17 527	18 176	18 342	18 668	19 104	19 560
Gd 12	11 360	11 660	12 654	12 913	14 412	15 088	15 890	16 674	17 291	17 450	17 760	18 175
Total	512 294	526 829	543 260	557 887	572 367	586 140	599 699	613 000	626 340	639 759	653 622	667 805

Learners: 15th School Day
National

Grade	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Gd 1	66 797	68 328	69 691	70 711	72 185	74 454	76 430	78 286	80 025	81 735	83 441	85 197
Gd 2	59 229	60 561	62 251	63 502	64 482	65 674	67 619	69 443	71 155	72 760	74 327	75 885
Gd 3	56 211	57 886	58 901	59 844	60 588	61 043	62 097	63 852	65 583	67 218	68 751	70 241
Gd 4	56 532	55 996	58 409	59 879	61 442	62 665	63 249	64 267	65 968	67 751	69 460	71 069
Gd 5	62 342	62 020	61 297	62 934	64 567	66 045	67 403	68 197	69 230	70 890	72 758	74 611
Gd 6	52 198	52 714	53 795	53 405	54 598	56 012	57 319	58 522	59 293	60 173	61 532	63 118
Gd 7	46 766	48 471	50 157	51 307	51 336	52 634	53 991	55 274	56 459	57 280	58 128	59 365
Gd 8	46 351	45 690	47 449	48 660	49 476	49 542	50 569	51 826	53 067	54 229	55 093	55 920
Gd 9	34 782	37 141	38 691	40 422	42 049	43 574	43 896	44 702	45 761	46 856	47 898	48 714
Gd 10	23 325	26 007	28 751	30 043	31 591	33 147	34 370	34 673	35 293	36 119	36 982	37 808
Gd 11	12 434	13 309	13 692	15 293	16 020	16 872	17 704	18 360	18 528	18 857	19 297	19 758
Gd 12	11 598	11 868	12 840	13 064	14 536	15 218	16 027	16 817	17 440	17 600	17 913	18 331
Total	528 565	539 991	555 923	569 063	582 870	596 879	610 675	624 218	637 803	651 468	665 580	680 017

15th School Day
Enrolment

Phase	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Primary	400 075	405 976	414 500	421 582	429 198	438 527	448 109	457 841	467 714	477 807	488 396	499 486
Secondary	128 490	134 015	141 423	147 481	153 672	158 353	162 566	166 377	170 089	173 661	177 183	180 531
Total	528 565	539 991	555 923	569 063	582 870	596 879	610 675	624 218	637 803	651 468	665 580	680 017

Teachers at 35/30 ratios

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Basic number	15 714	16 066	16 557	16 961	17 385	17 808	18 222	18 627	19 033	19 440	19 860	20 289
2% additional	314	321	331	339	348	356	364	373	381	389	397	406
Additional	833	851	878	899	921	944	966	987	1 009	1 030	1 053	1 075
Total	16 861	17 238	17 766	18 199	18 654	19 108	19 552	19 987	20 423	20 859	21 310	21 770

APPENDIX B

- **Learner Enrollments in Namibian Schools.**

Table 1a: Enrolment nationally & per region from 1990 to 1998

Year	1990	1991	1992	1993	1994	1995	1996	1997	1998
Total Learners	382 445	420 980	439 325	450 639	474 343	472 228	478 534	490 388	497 418
Male	181 243	204 175	213 775	220 177	232 683	232 551	235 714	241 493	245 636
Female	201 202	216 805	225 550	230 462	241 660	239 677	242 820	248 895	251 782
Katima Mulilo	28 325	30 483	32 051	32 740	34 162	33 936	33 448	34 125	32 469
Keetmanshoop	31 852	31 894	32 468	32 264	33 208	32 130	32 601	33 483	34 075
Khorixas	25 811	26 868	27 180	28 196	34 693	34 296	34 431	36 033	37 207
Ondangwa East	81 718	99 853	107 006	109 531	115 886	117 660	118 201	120 448	121 932
Ondangwa West	115 009	127 567	131 920	134 539	137 599	134 264	134 894	135 472	135 319
Rundu/Kavango	32 661	33 880	36 011	38 463	41 031	42 955	45 974	48 101	50 148
Windhoek	65 898	68 860	71 173	73 394	76 626	75 907	77 894	81 596	85 084
Special Schools	1 171	1 575	1 516	1 512	1 138	1 080	1 091	1 130	1 184

Table 2: Learner flow from 1990 to 1998

Years	Grade interval										
	1	2	3	4	5	6	7	8	9	10	11
1990	-	-	-	-	-	-	-	-	-	-	-
1991	51.1	66.5	71.0	68.7	70.6	75.0	72.2	73.3	68.1	40.3	75.2
1992	55.4	68.5	73.7	69.7	69.9	76.2	70.2	68.4	71.8	52.2	80.8
1993	60.1	71.4	76.5	71.0	71.6	80.1	71.7	70.2	77.7	49.0	94.2
1994	68.6	79.7	83.8	72.5	74.6	78.1	72.6	73.2	78.0	49.0	93.9
1995	83.4	81.3	83.5	74.9	76.0	81.7	76.2	75.2	79.9	50.1	94.2
1996	83.7	87.5	85.6	77.5	82.5	83.7	80.3	76.6	80.5	54.5	93.9
1997	81.5	87.8	84.9	78.7	81.3	85.1	80.8	77.9	80.9	46.8	94.4

Years	Repetition rates											Grade 1
	1	2	3	4	5	6	7	8	9	10	11	
1990	-	-	-	-	-	-	-	-	-	-	-	-
1991	36.4	29.1	25.2	25.6	23.0	17.5	19.5	18.7	25.7	44.9	14.8	14.9
1992	35.0	26.2	23.0	24.9	23.0	18.7	20.4	20.6	18.7	26.2	11.9	7.0
1993	34.4	25.5	21.4	24.9	23.0	15.7	20.4	21.1	16.5	30.3	1.4	4.4
1994	24.3	17.3	14.0	20.7	19.2	15.2	18.4	16.6	13.3	28.5	1.1	4.5
1995	9.5	15.4	13.0	19.5	17.3	11.3	15.0	15.8	12.6	19.0	0.6	5.2
1996	13.3	10.1	12.0	17.8	12.3	9.9	11.6	13.6	11.3	16.4	0.5	5.6
1997	14.6	12.1	12.2	16.7	12.7	9.0	10.9	12.4	10.5	7.5	0.7	4.9

Drop-out rates (learners left school between)											
Years	1	2	3	4	5	6	7	8	9	10	11
1990-1991	-	-	-	-	-	-	-	-	-	-	-
1991-1992	12.5	4.4	3.8	5.7	6.4	7.5	8.3	8.0	6.2	14.8	10.0
1992-1993	9.6	5.4	3.2	5.4	7.2	5.7	9.4	11.0	9.5	21.5	7.3
1993-1994	5.4	3.1	2.1	4.1	5.5	4.2	7.9	8.7	5.8	20.8	4.4
1994-1995	7.3	3.1	2.4	7.0	6.3	6.8	8.9	10.2	8.6	22.6	4.5
1995-1996	7.1	3.3	3.5	5.6	6.7	7.1	8.8	9.0	7.5	30.9	5.2
1996-1997	3.1	2.4	2.4	4.6	5.2	6.4	8.1	9.9	8.2	29.1	5.6
1997-1998	3.9	0.1	2.9	4.6	6.1	5.8	8.3	9.7	8.7	45.8	4.9

Table 26 Enrolments of learners from 1994 to 1998 in each region

Grade	Year					Average annual growth rate (%)
	1994	1995	1996	1997	1998	
Total	474 343	472 228	478 534	490 388	497 418	1.2
Katima Mulilo/Caprivi	34 162	33 936	33 448	34 125	32 469	(1.3)
Rundu/Okavango	41 031	42 955	45 974	48 101	50 148	5.1
Ondangwa East	115 886	117 660	118 201	120 448	121 932	1.3
Ohangwena	71 563	72 272	72 692	73 865	74 999	1.2
Oshikoto	44 323	45 388	45 509	46 583	46 933	1.4
Ondangwa West	137 599	134 264	134 894	135 472	135 319	(0.4)
Omusali	86 623	84 181	84 254	84 490	83 779	(0.8)
Oshana	50 976	50 083	50 640	50 982	51 540	0.3
Khorixas	34 693	34 296	34 431	36 033	37 207	1.8
Kunene	15 320	15 356	15 258	16 298	16 831	2.4
Erongo	19 373	18 940	19 173	19 735	20 376	1.3
Windhoek	76 626	75 907	77 894	81 596	85 084	2.7
Otjozondjupa	23 693	23 599	24 194	25 674	26 649	3.0
Omaheke	12 968	12 907	12 930	13 069	13 495	1.0
Komas	39 965	39 401	40 770	42 853	44 940	3.0
Keelmannshoop	33 208	32 130	32 601	33 483	34 075	0.6
Hardap	19 049	18 594	18 908	19 253	19 539	0.6
Karas	14 159	13 536	13 693	14 230	14 536	0.7
Special Schools	1 138	1 080	1 091	1 130	1 184	1.0

Growth rates have varied substantially in different regions. The substantial difference between Ondangwa East and Ondangwa West is noteworthy.

The negative growth rate in the Katima Mulilo region was due to a significant decrease in new Grade 1 entrance and enrolments in Grades 10, 11 and 12.

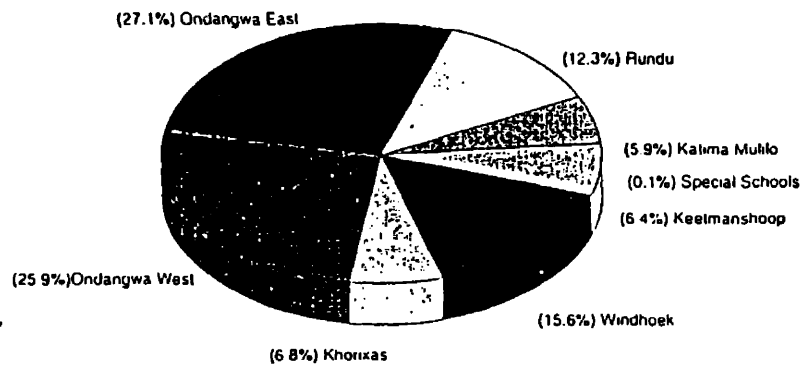


Figure 11 Proportions of lower primary learners

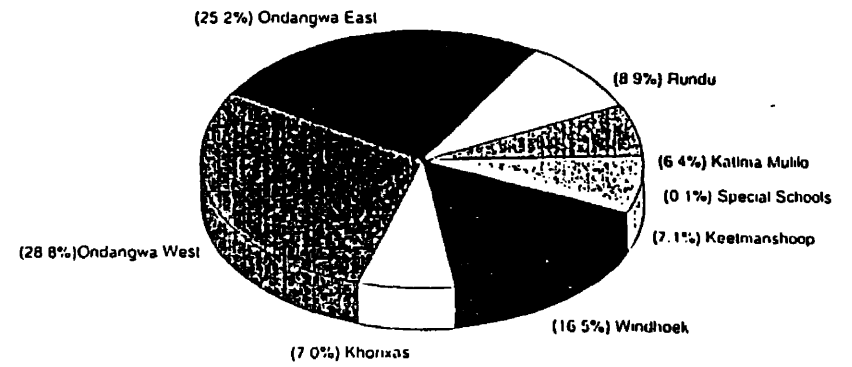


Figure 12 Proportions of upper primary learners

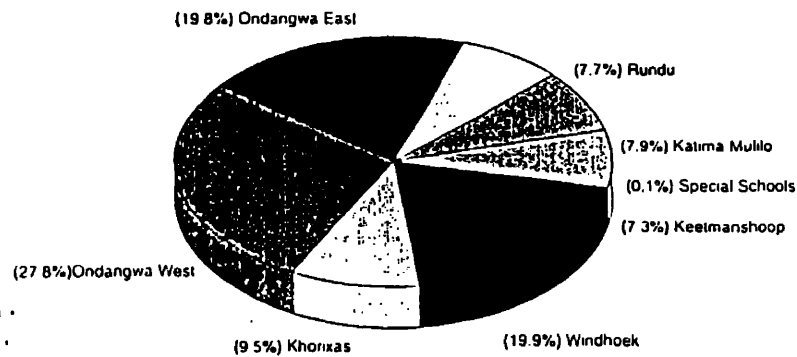


Figure 13 Proportions of junior secondary learners

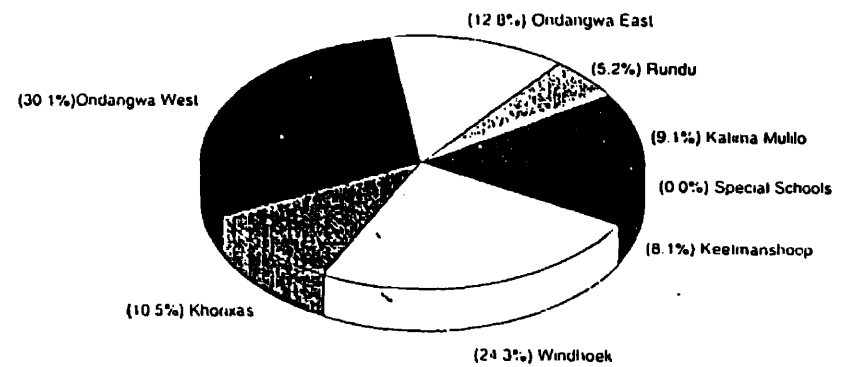


Figure 14 Proportions of senior secondary learners

Tables 22 - 26 gives the enrolment of learners over the past five years in primary grades (Table 23), secondary grades (Table 24) and other grades

(Table 25). Table 22 gives a summary of this data. Table 26 gives the enrolments of learners in different regions over the past five years.

Table 22 Enrolments of learners from 1994 to 1998 - summary table

Grade		Year					Average annual growth rate (%)
		1994	1995	1996	1997	1998	
Total	learners	474 343	472 228	478 534	490 388	497 418	1.2
	males	232 603	232 551	235 714	241 493	245 636	1.4
	females	241 660	239 677	242 820	248 895	251 782	1.0
Primary	total						
	learners	366 666	367 249	372 256	379 891	385 938	1.3
	males	183 343	184 022	186 428	189 786	192 692	1.3
	females	183 323	183 227	185 828	190 105	193 246	1.3
Lower	learners	254 821	249 645	244 238	240 892	236 823	(1.8)
	males	130 071	127 672	125 131	123 116	120 791	(1.8)
	females	124 750	121 973	119 107	117 776	116 032	(1.8)
Upper	learners	111 045	117 604	128 018	138 999	149 115	7.5
	males	53 272	56 350	61 297	66 670	71 901	7.8
	females	58 573	61 254	66 721	72 329	77 214	7.2
Secondary	total						
	learners	101 772	103 149	104 480	108 749	109 686	1.9
	males	46 264	47 508	48 277	50 678	51 891	2.9
	females	55 508	55 641	56 203	58 071	57 795	1.0
Junior	learners	77 842	80 290	80 353	83 093	85 206	2.3
	males	34 557	36 072	36 553	38 130	39 682	3.5
	females	43 285	44 218	43 800	44 963	45 524	1.3
Senior	learners	23 930	22 859	24 127	25 656	24 480	0.6
	males	11 707	11 436	11 724	12 548	12 209	1.1
	females	12 223	11 423	12 403	13 108	12 271	0.1
Other grades	total						
	learners	5 905	1 830	1 798	1 748	1 794	(25.8)
	males	3 076	1 021	1 009	1 029	1 053	(23.5)
	females	2 829	809	789	719	741	(28.5)

Although total enrolments in 1995 were lower than in 1994, over the past five years they have grown substantially. The greatest rate of growth was at the upper primary level. This was the result of a revised promotion policy, implemented in 1995, limiting repetition. Having had most impact in the lower grades, the policy resulted in a great number of learners progressing to the upper primary phase. Enrolments in the senior secondary phase stabilised due to higher entry requirements (22 points) for Grade 11, which was still lower than the desired 27 points.

The massive decline in "other grades" was because pre-primary and bridging courses were discontinued in 1995.

The following four tables provide more detailed information for different grades and for the regions.

Average annual growth rates are average percentage changes that have occurred each year between 1994 and 1998.

Gross enrolment ratios

Gross enrolment ratios 7 - 13

	1992	1993	1994	1995	1996	1997	1998	1999	2000
Male	133.6%	133.5%	137.3%	136.5%	136.1%	134.9%	131.5%	123.6%	119.5%
Female	134.8%	133.3%	135.8%	134.4%	134.0%	133.5%	130.4%	123.3%	119.2%
Total	134.2%	133.4%	136.6%	135.5%	135.1%	134.2%	131.0%	123.4%	119.4%

Gross enrolment ratios 7 - 16

	1992	1993	1994	1995	1996	1997	1998	1999	2000
Male	112.8%	113.3%	116.9%	116.8%	116.5%	116.2%	114.4%	110.5%	109.0%
Female	118.0%	117.3%	120.1%	119.3%	118.5%	118.4%	116.3%	112.9%	111.5%
Total	115.4%	115.3%	118.5%	118.1%	117.5%	117.3%	115.4%	111.7%	110.2%

Gross enrolment ratios 7 - 18

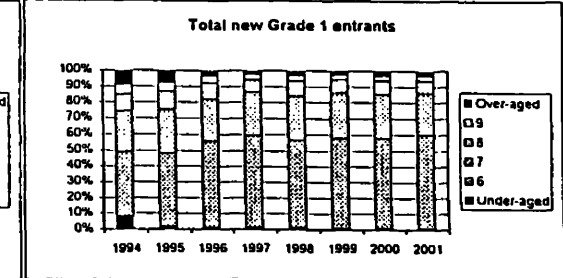
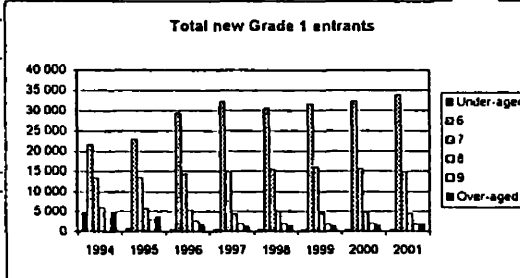
	1992	1993	1994	1995	1996	1997	1998	1999	2000
Male	98.1%	99.9%	104.0%	103.8%	103.7%	103.9%	102.4%	98.8%	97.7%
Female	102.3%	103.4%	106.7%	105.7%	105.6%	105.9%	103.9%	100.8%	99.9%
Total	100.2%	101.6%	105.3%	104.8%	104.6%	104.9%	103.1%	99.8%	98.8%

Gross enrolment ratios 14 - 18

	1992	1993	1994	1995	1996	1997	1998	1999	2000
Male	44.0%	48.3%	52.8%	53.7%	53.9%	55.7%	56.0%	58.0%	60.8%
Female	53.4%	58.0%	62.3%	62.0%	61.9%	63.1%	61.7%	64.0%	67.4%
Total	48.8%	53.2%	57.6%	57.9%	57.9%	59.4%	58.8%	61.0%	64.1%

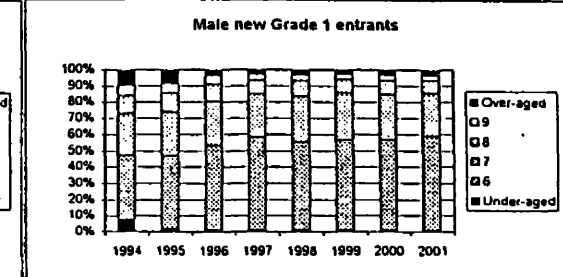
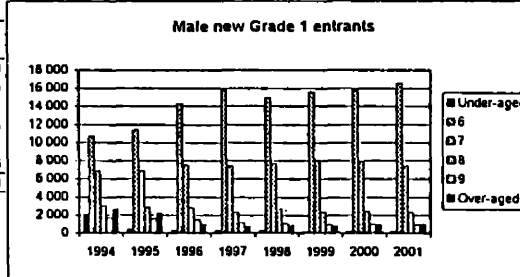
Total new Grade 1 entrants

	Year							
	1994	1995	1996	1997	1998	1999	2000	2001
Under-aged	4 502	895	593	580	549	348	369	349
6	21 625	22 921	29 260	32 281	30 618	31 792	32 442	33 917
7	13 567	13 457	14 389	14 872	15 486	16 061	15 603	14 835
8	5 908	5 645	5 288	4 312	5 094	4 499	4 682	4 375
9	3 185	2 829	2 664	1 972	1 967	1 764	1 928	1 813
Over-aged	4 762	3 786	1 748	1 319	1 551	1 447	1 723	1 814
Total	53 549	49 533	53 942	55 336	55 265	55 911	56 747	57 103



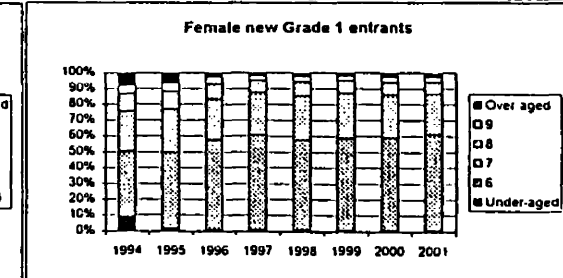
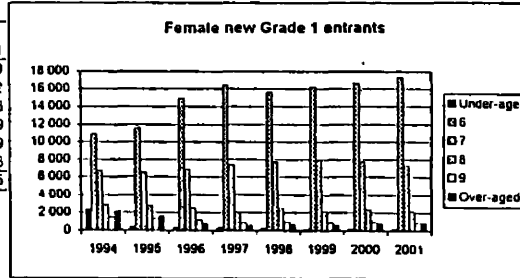
Male new Grade 1 entrants

	Year							
	1994	1995	1996	1997	1998	1999	2000	2001
Under-aged	2 112	432	288	283	283	148	183	170
6	10 753	11 404	14 329	15 841	14 953	15 587	15 831	16 585
7	6 805	6 863	7 502	7 467	7 714	8 060	7 858	7 457
8	3 039	2 878	2 816	2 286	2 638	2 364	2 413	2 266
9	1 700	1 530	1 493	1 109	1 059	906	983	954
Over-aged	2 640	2 152	1 001	738	854	817	907	976
Total	27 109	25 259	27 429	27 724	27 501	27 882	28 175	28 408



Female new Grade 1 entrants

	Year							
	1994	1995	1996	1997	1998	1999	2000	2001
Under-aged	2 350	463	305	297	266	200	186	179
6	10 872	11 517	14 931	16 440	15 665	16 205	16 611	17 332
7	6 702	6 594	6 887	7 405	7 772	8 001	7 745	7 378
8	2 869	2 767	2 472	2 026	2 456	2 135	2 269	2 109
9	1 485	1 299	1 171	863	908	858	945	859
Over-aged	2 122	1 634	747	581	697	630	816	836
Total	26 440	24 274	26 513	27 612	27 764	28 029	28 572	28 695

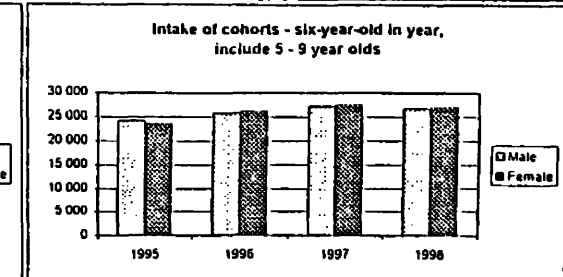
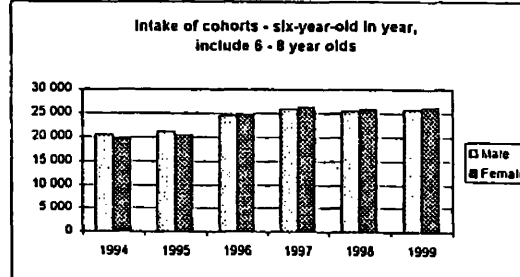


Port enrolled as five to nine-year-olds

	Year in which six years old			
	1995	1996	1997	1998
Male	47 913	51 822	54 736	53 752
Female	24 276	25 748	27 169	26 663
Total	23 637	26 074	27 567	27 089

Port enrolled as six to eight-year-olds

	Year in which six years old					
	1994	1995	1996	1997	1998	1999
Male	40 370	41 622	49 226	52 266	51 361	51 770
Female	20 432	21 192	24 434	25 919	25 426	25 711
Total	19 938	20 430	24 792	26 347	25 935	26 059



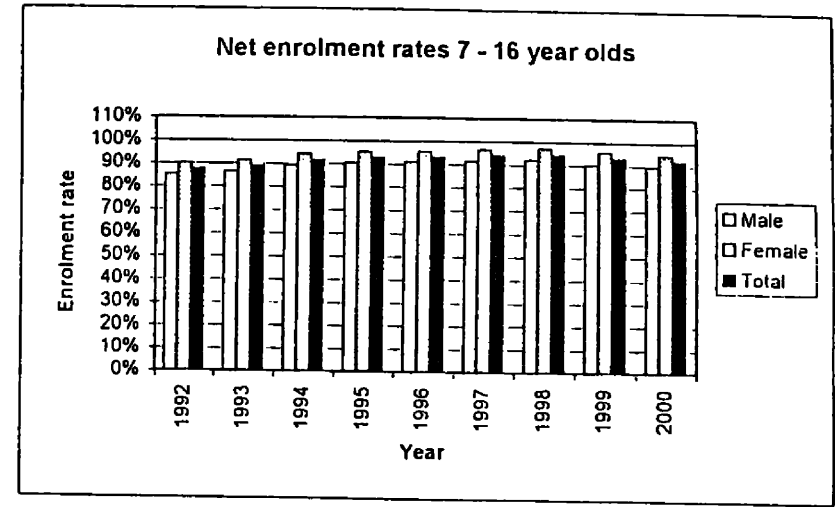
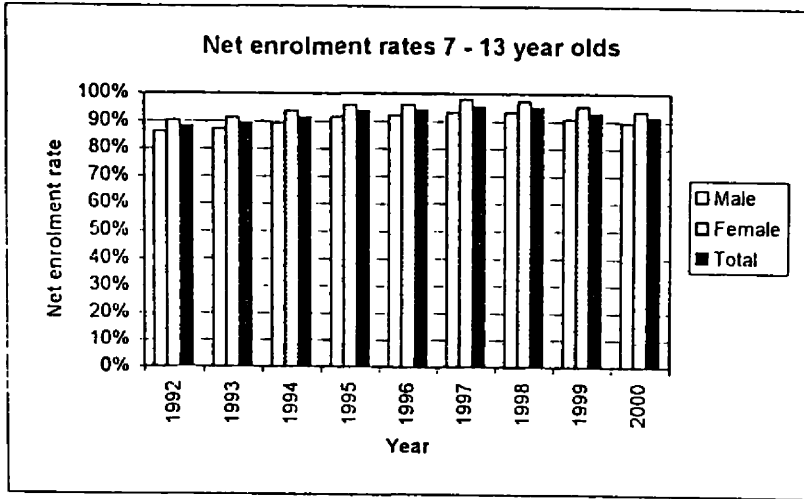


Table 8: Enrolment in the school phases: 1997 to 2001

School phase	Sex	Year					Growth	
		1997	1998	1999	2000	2001	Mean annual growth	Growth 2000 - 2001
Total	Grand total	490 388	497 418	500 071	514 196	528 958	1.9%	2.9%
	Males	241 493	245 636	246 436	253 466	260 479	1.9%	2.8%
	Females	248 895	251 782	253 635	260 730	268 479	1.9%	3.0%
Subtotal: primary	Total	379 891	385 938	382 291	388 497	396 252	1.1%	2.0%
	Males	189 786	192 692	190 587	194 033	198 079	1.1%	2.1%
	Females	190 105	193 246	191 704	194 464	198 173	1.0%	1.9%
Lower primary	Total	240 892	236 823	230 579	232 386	237 274	-0.4%	2.1%
	Males	123 116	120 791	116 835	117 334	119 771	-0.7%	2.1%
	Females	117 776	116 032	113 744	115 052	117 503	-0.1%	2.1%
Upper primary	Total	138 999	149 115	151 712	156 111	158 978	3.4%	1.8%
	Males	66 670	71 901	73 752	76 699	78 308	4.1%	2.1%
	Females	72 329	77 214	77 960	79 412	80 670	2.8%	1.6%
Subtotal: secondary	Total	108 745	109 686	115 771	123 797	130 577	4.7%	5.5%
	Males	50 678	51 891	54 698	58 354	61 181	4.8%	4.8%
	Females	58 071	57 795	61 073	65 443	69 396	4.6%	6.0%
Junior secondary	Total	83 093	85 206	92 963	100 267	105 643	6.2%	5.4%
	Males	38 130	39 682	43 350	46 726	49 063	6.5%	5.0%
	Females	44 963	45 524	49 613	53 541	56 580	5.9%	5.7%
Senior secondary	Total	25 656	24 480	22 808	23 530	24 934	-0.7%	6.0%
	Males	12 548	12 209	11 348	11 628	12 118	-0.9%	4.2%
	Females	13 108	12 271	11 460	11 902	12 816	-0.6%	7.7%
Other grades	Total	1 748	1 794	2 009	1 902	2 129	5.1%	11.9%
	Males	1 029	1 053	1 151	1 079	1 219	4.3%	13.0%
	Females	719	741	858	823	910	6.1%	10.6%

Table 9: Enrolment in the education regions: 1997 to 2001

Education region	Year					Growth	
	1997	1998	1999	2000	2001	Mean annual growth	Growth 2000 - 2001
Total	490 388	497 418	500 071	514 196	528 958	1.9%	2.9%
Katima Mulilo	25 544	24 140	22 939	22 524	23 277	-2.3%	3.3%
Rundu	56 682	58 477	58 103	59 938	62 441	2.4%	4.2%
Ondangwa East	120 448	121 932	122 877	127 459	130 977	2.1%	2.8%
Ondangwa West	138 018	138 261	138 046	140 589	141 942	0.7%	1.0%
Khorixas	33 487	34 265	34 946	35 467	36 508	2.2%	2.9%
Windhoek	81 596	85 084	88 056	92 268	97 302	4.5%	5.5%
Keetmanshoop	33 483	34 075	33 950	34 776	35 276	1.3%	1.4%
Head Office	1 130	1 184	1 154	1 175	1 235	2.2%	5.1%

Note: The statistics were calculated according to the demarcation of regions applicable in 2001. Regional enrolments up to 1998 therefore, differ from calculations based on the previous demarcation.

APPENDIX C

- **Resource Allocation within the Education Sector.**

2.2 . Resource allocation within the education sector

Table 2: Budget allocation to the three levels of formal education (% of government expenditure)

	1995/96	1996/97	1997/98	1998/99	1999/2000	2000/01	2001/02	2002/03
Primary education	13.48	10.54	12.91	13.16	11.66	11.09	11.1	10.6
Secondary education	7.05	5.95	6.45	6.15	5.60	5.38	4.6	4.2
Tertiary education	1.37	1.71	2.54	2.73	2.55	2.52	3.5	3.55

April 2002

Table 1: Resource allocation to the Basic Education sector

	1995/96	1996/97	1997/98	1998/99	1999/00	2000/01
Share in GDP (%)	8.25	6.87	8.07	8.49	7.85	7.22
Share in Government expenditure (%)	24.15	20.32	23.49	23.52	20.95	20.33
Real expenditure per learner (1995 Prices) NS	2127	1887	2237	2468	2266	2147

APPENDIX D

- **Enrollments in National Literacy Programme.**

Table 19: Stage 1: Test results of National Literacy Programme in Namibia for the year 2000-2001

Educational Region	No. of learners enrolled			% of learners enrolled and passed	No. of learners passed			% of learners tested and passed
	Female	Male	Total		Female	Male	Total	
Katrina Mullion	400	166	566	45%	185	67	252	77%
Keetmanshoop	187	142	329	51%	96	71	167	84%
Khorixas	423	342	765	58%	239	202	441	81%
Ondangwa East	3660	2876	6536	44%	1631	1237	2868	63%
Ondangwa West	2272	993	3265	54%	1242	509	1751	75%
Rundu	3426	1067	4493	50%	1773	486	2259	74%
Windhoek	1263	1261	2524	62%	758	804	1562	81%
TOTAL	11631	6847	18478	50%	5924	3376	9300	72%

Table 20: Stage 2: Test results of National Literacy Programme in Namibia for the year 2000-2001

Educational Region	No. of learners enrolled			% of learners enrolled and passed	No. of learners passed			% of learners tested and passed
	Female	Male	Total		Female	Male	Total	
Katrina Mullion	250	98	348	47%	124	38	162	77%
Keetmanshoop	90	106	196	57%	46	65	111	84%
Khorixas	536	657	1193	66%	394	399	793	90%
Ondangwa East	1095	428	1523	51%	2071	921	2992	83%
Ondangwa West	2197	584	2781	57%	1235	355	1590	81%
Rundu	2022	589	2611	61%	1149	441	1590	85%
Windhoek	1030	1005	2035	72%	732	725	1457	88%
TOTAL	7220	3467	10687	81%	5751	2944	8695	84%

Table 21: Stage 3: Test results of National Literacy Programme in Namibia for the year 2000-2001

Educational Region	No. of learners enrolled			% of learners enrolled and passed	No. of learners passed			% of learners tested and passed
	Female	Male	Total		Female	Male	Total	
Katrina Mullion	262	114	376	42%	116	1448	158	78%
Keetmanshoop	194	194	388	63%	122	121	243	89%
Khorixas	366	378	744	69%	232	280	512	81%
Ondangwa East	4709	1345	6054	66%	3030	972	4002	86%
Ondangwa West	2923	602	3525	67%	1987	390	2377	86%
Rundu	1330	833	2163	49%	1330	833	2163	59%
Windhoek	1099	1174	2273	69%	789	717	1506	92%
TOTAL	10883	4640	15523	76%	7606	4761	10961	96%

APPENDIX E

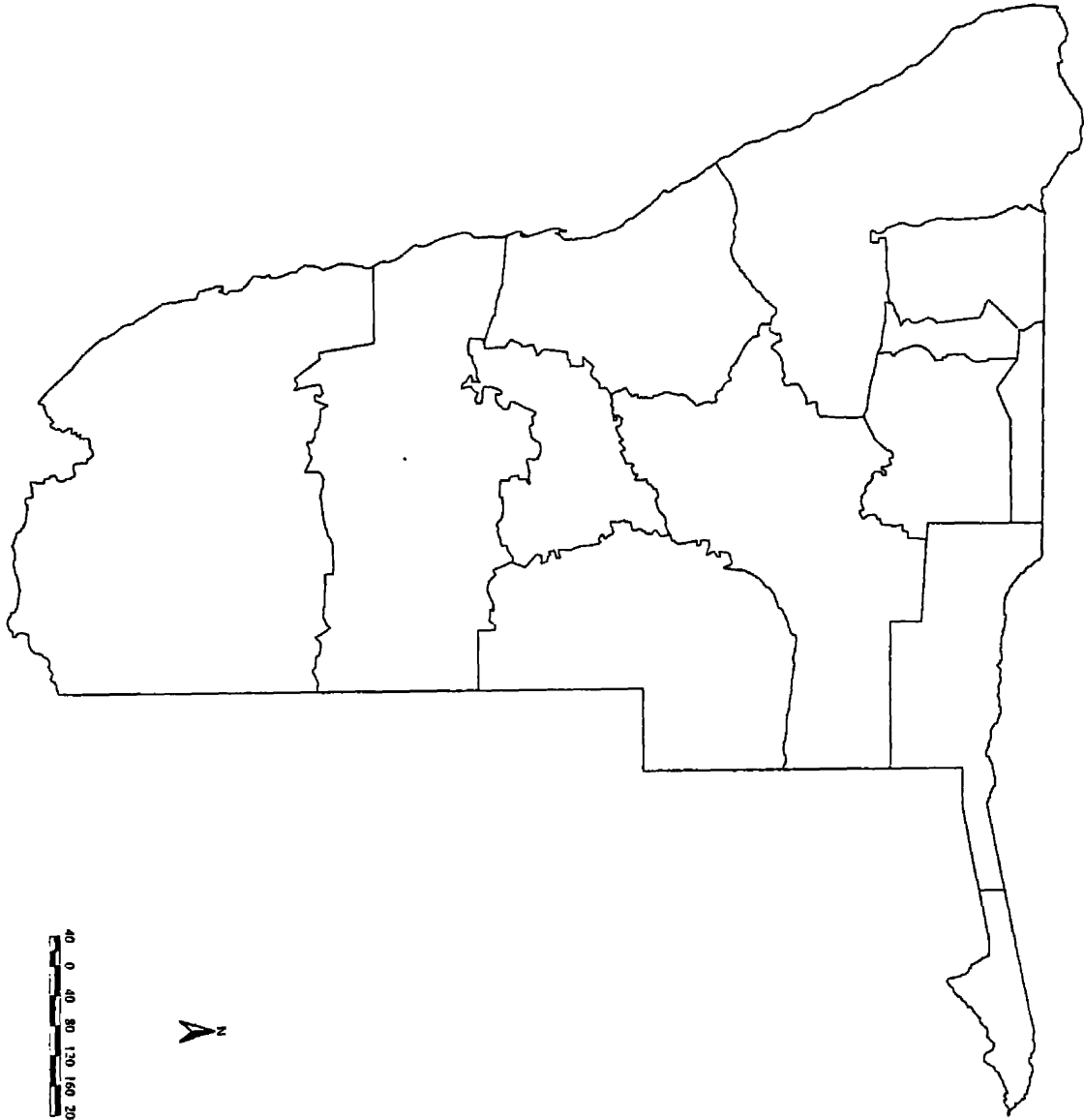
- **Changes in Number of Teachers, their Professional and Academic Qualifications, 1990 - 1998.**

Table 1b: Changes in the number of teachers, their professional and academic qualifications from 1990 to 1998

Year	1990	1991	1992	1993	1994	1995	1996	1997	1998
Number of teachers	13 231	14 017	15 257	15 280	15 727	16 126	16 679	16 894	17 085
Teachers without formal teacher training	-	-	5 111	4 993	4 683	4 567	4 700	4 235	3 537
Teachers with formal teacher training	-	-	10 140	10 287	11 044	11 559	11 979	12 659	13 548
Katima Mulilo	-	-	1 268	1 268	1 312	1 415	1 497	1 510	1 519
No formal training	-	-	469	456	401	375	406	367	305
Formal training	-	-	799	812	911	1 040	1 091	1 143	1 214
Khorixas	-	-	1 669	1 609	1 589	1 524	1 465	1 431	1 405
No formal training	-	-	489	443	426	387	347	299	267
Formal training	-	-	1 180	1 166	1 163	1 137	1 118	1 132	1 138
Keetmanshoop	-	-	1 245	1 247	1 445	1 407	1 779	1 409	1 430
No formal training	-	-	480	491	449	408	117	313	277
Formal training	-	-	765	756	996	999	1 662	1 096	1 153
Ondangwa East	-	-	2 666	2 714	2 777	2 886	3 053	3 248	3 295
No formal training	-	-	922	912	875	863	957	973	784
Formal training	-	-	1 744	1 802	1 902	2 023	2 096	2 275	2 511
Ondangwa West	-	-	3 796	3 775	3 787	3 882	4 094	4 079	4 148
No formal training	-	-	1 490	1 414	1 200	1 054	1 053	858	656
Formal training	-	-	2 306	2 361	2 587	2 828	3 041	3 221	3 492
Rundu/Kavango	-	-	1 205	1 245	1 368	1 603	1 802	1 763	1 803
No formal training	-	-	630	676	777	966	1 137	1 024	907
Formal training	-	-	575	569	591	637	665	739	896
Windhoek	-	-	3 249	3 260	3 331	3 290	3 240	3 319	3 345
No formal training	-	-	605	567	540	500	417	381	324
Formal training	-	-	2 644	2 693	2 791	2 790	2 823	2 933	3 021
Special Schools	-	-	159	162	188	119	91	98	102
No formal training	-	-	32	34	15	14	4	4	4
Formal training	-	-	127	128	103	105	87	94	98

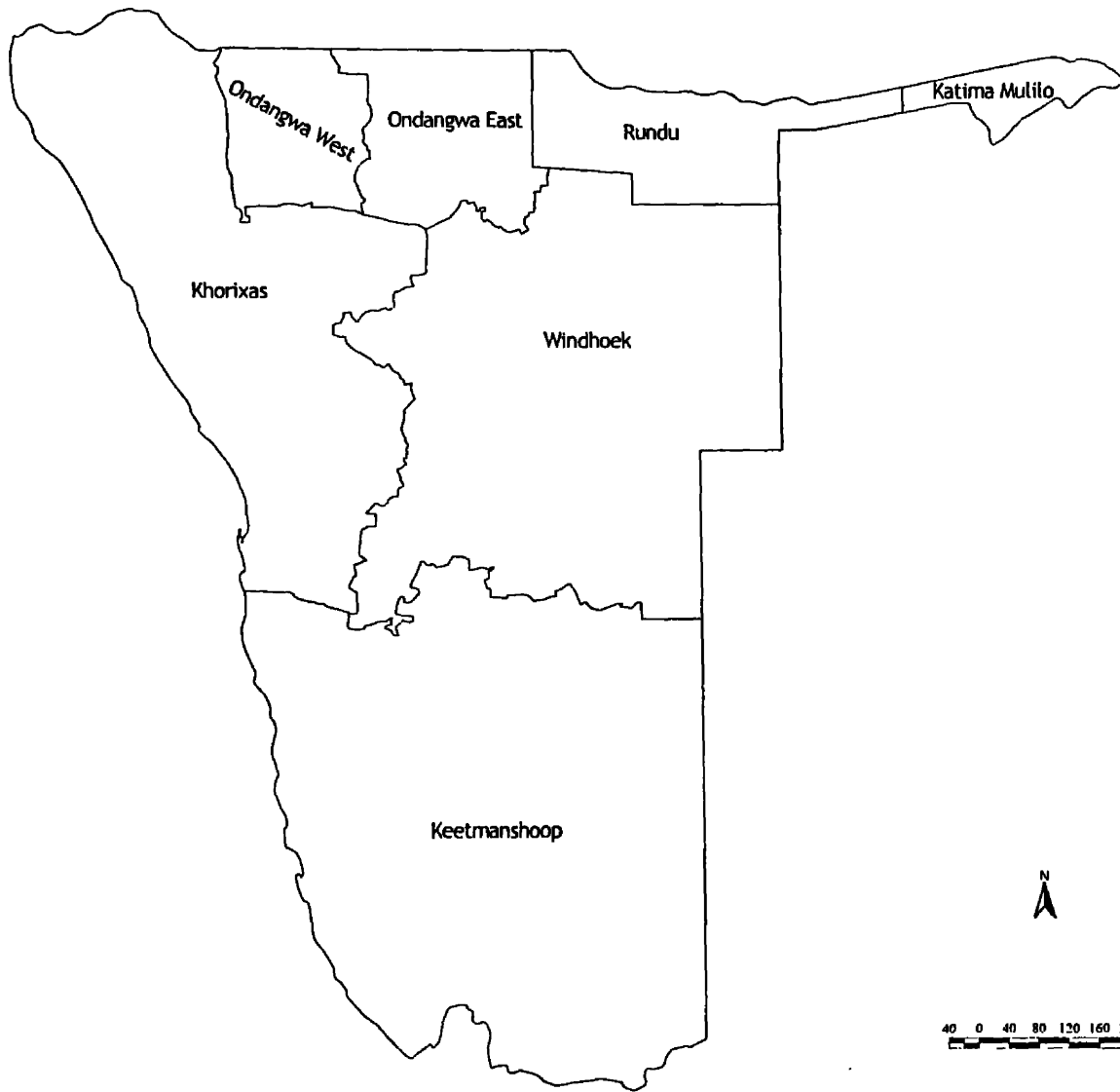
APPENDIX F

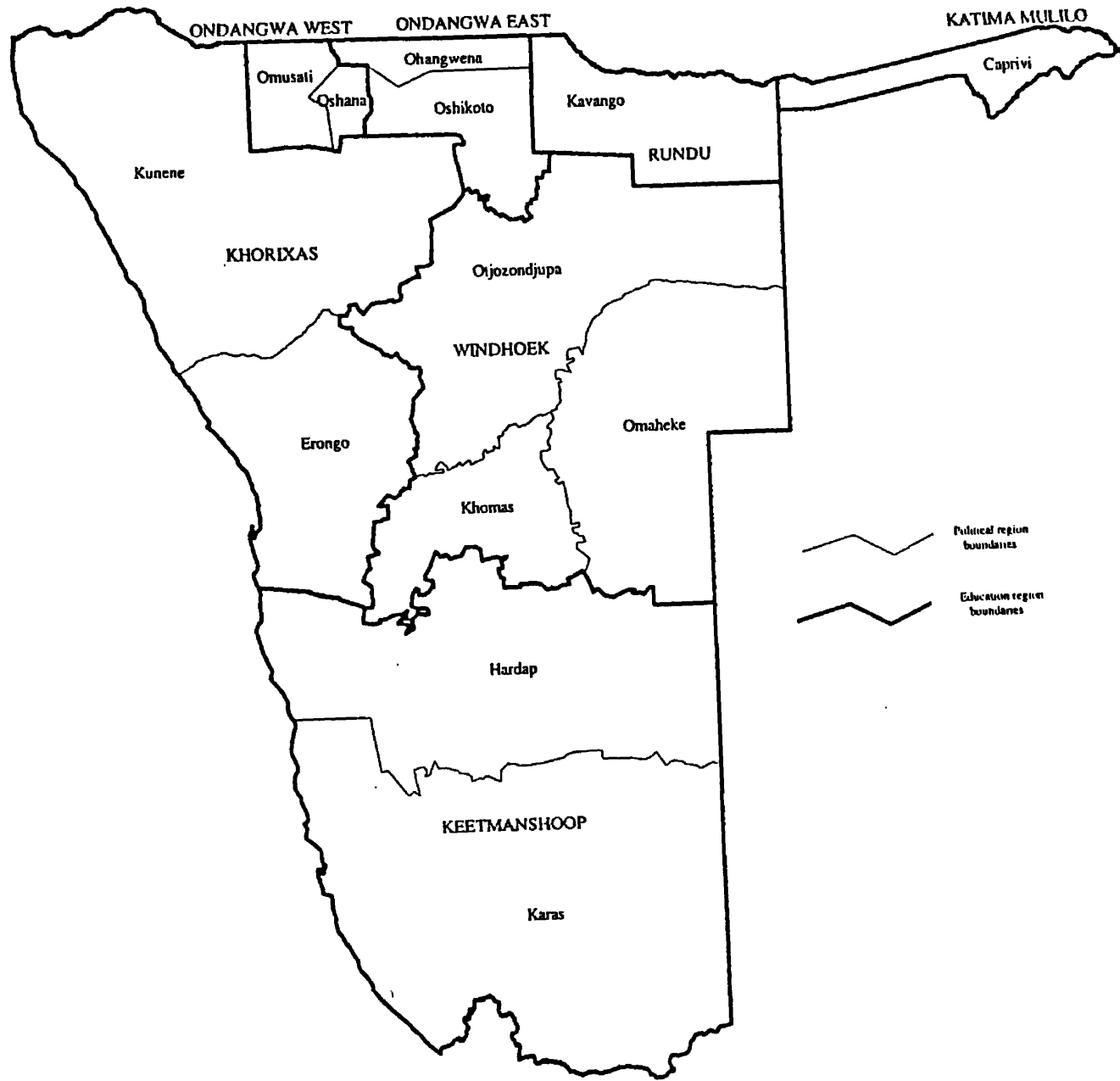
- **Maps of Namibia and Photos of Learners**
- **Access As a Broad Policy Objective in the Educational Reform Process Questionnaire**

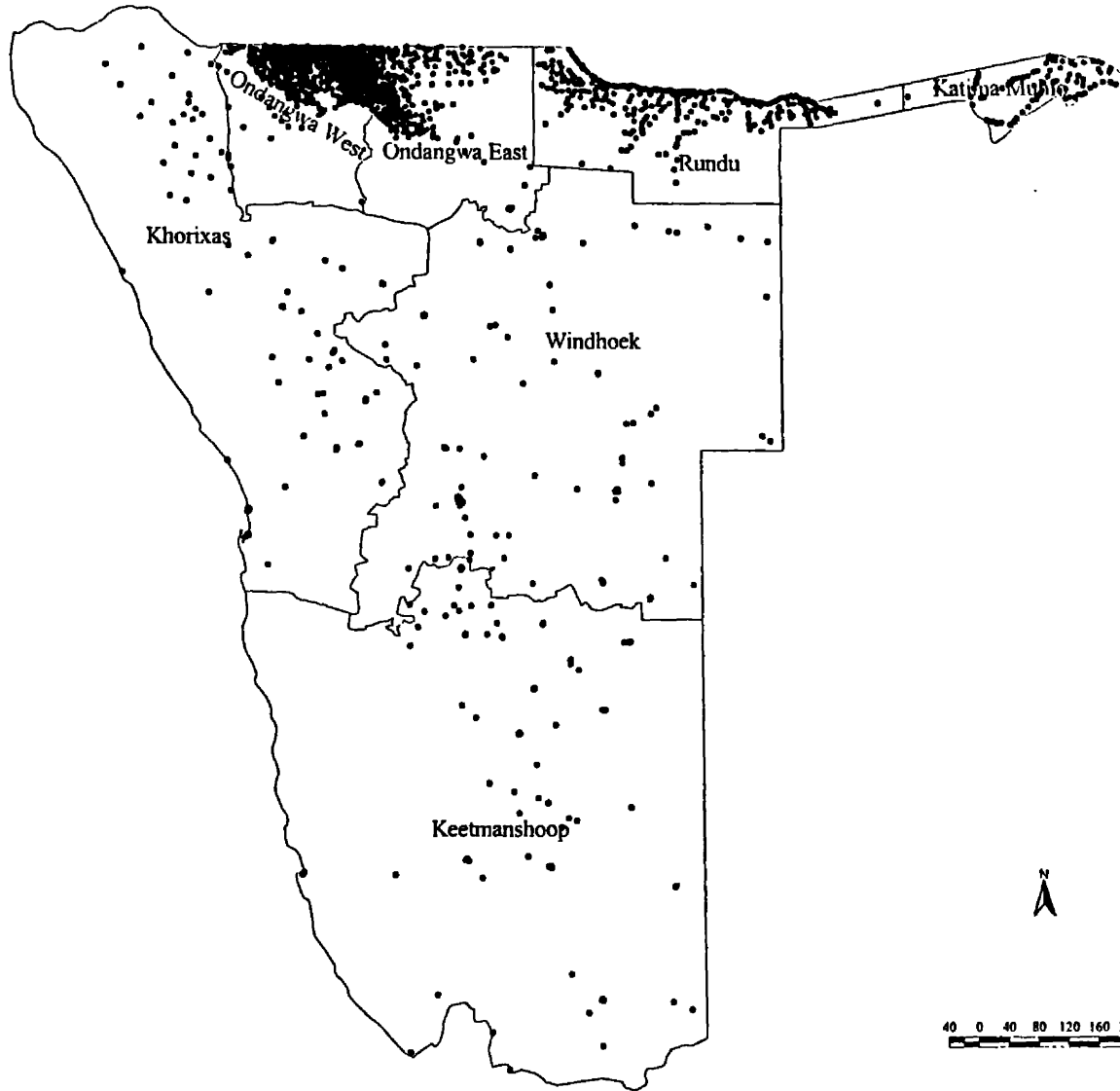


40 0 40 80 120 160 200 Kilometers



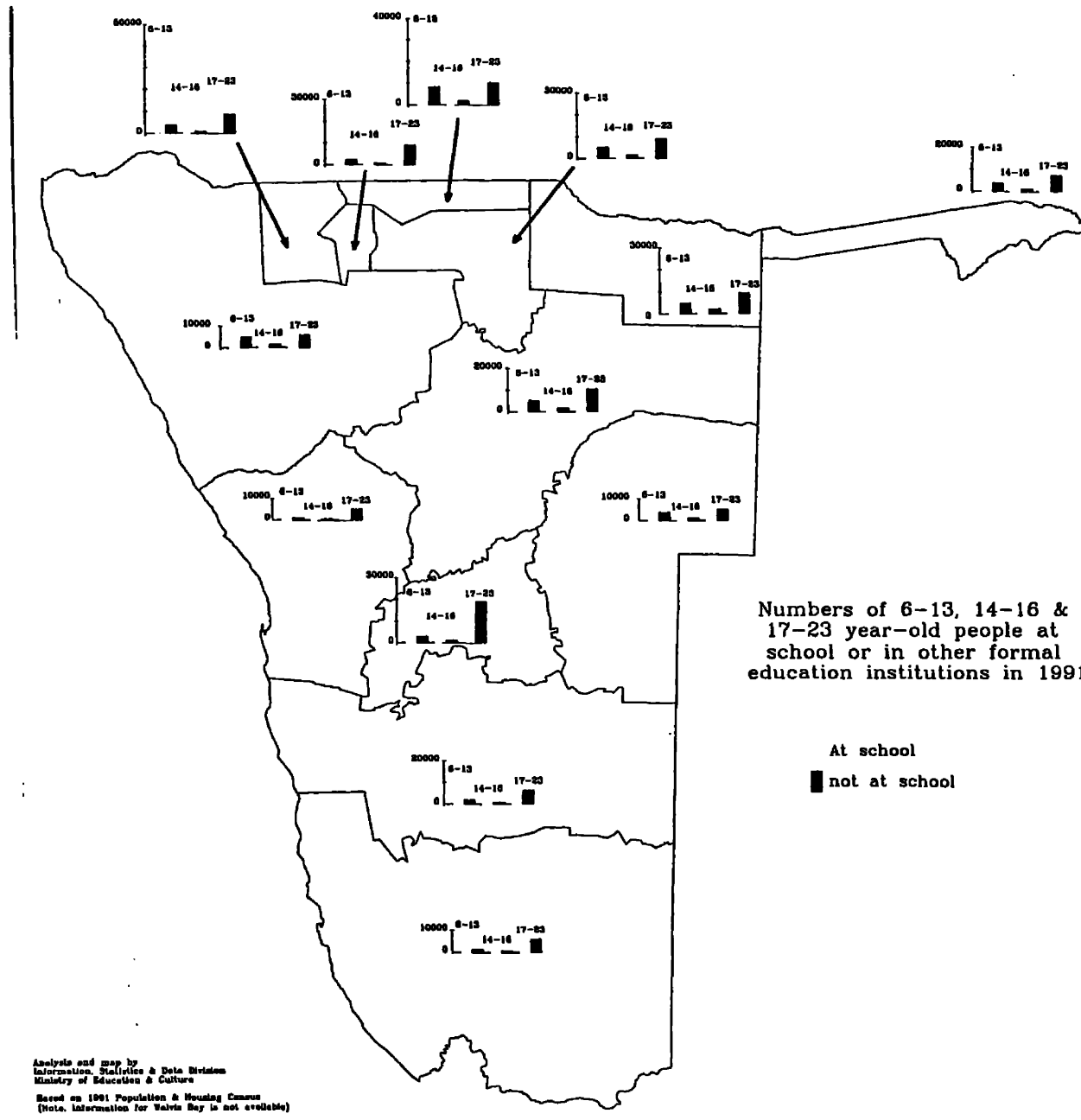






• Schools

40 0 40 80 120 160 200 Kilometers





Author planting a tree in presence of learners at Uutshathima, Ondangwa West Education Region, January 2002 (below)

(Above) Addressing learners of Onambutu School.



Author with teachers and learners at Eenhana Primary School, Ondangwa East Educational Region, 16 + 17 February 2002.



Author with learners and teachers in northern Namibia, January 2002



Author being welcomed by learners in northern Namibia, January 2002.

**ACCESS AS A BROAD POLICY OBJECTIVE IN THE
EDUCATIONAL REFORM PROCESS**

Questionnaire

1. Did the conceptual meaning of Access change since 1990?
2. What was (is) the meaning of access to education in Namibia:
 - a) prior to independence in 1990;
 - b) immediately after independence, 1990 -1995;
 - c) 1995 - present;
3. Is access to education (schools) meaningful without quality education? Why? Why not?
4. Is it possible to achieve 100% accessibility to formal schools, through the provision of physical infrastructures only? How? Why not?
5. What in your opinion are the major stumbling blocks towards the practical realization of the access policy? Is there a way to overcome such stumbling blocks?
6. To what degree has the Government fulfilled the Constitutional provision (Article 20(2) and (3) of free and compulsory primary education?
7. What should Access essentially mean in the future? Should the definition and meaning remain the same?
8. Any general suggestions and/or comments on the policy of Access?