IMPROVING QUALITY AND EQUITY IN EDUCATION IN NAMIBIA:
A TREND AND GAP ANALYSIS
Acknowledgements

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The Namibia Education Management Information System (EMIS) annually generates a lot of data that are rarely analysed and used for decision making. This document is therefore intended to present an analysis of trends of progress in key education indicators based on EMIS data and has highlighted critical gaps that need to be addressed in order to achieve quality and equity in education in Namibia. The analysis also covers recent results of national and regional learning achievement studies and the National Household Expenditure study to present an overview of the quality of education offered by the system. The analysis focuses on: a) trends in access to education, retention and survival rates towards grade 10 which is the last grade of basic education; b) gaps that are hindering progress towards achievement of quality universal primary education (MDG 2) in Namibia; and c) the options that the MoE could consider in addressing the critical gaps. The analysis is also intended for use by Education development partners and other stakeholders for advocacy and planning for improved delivery of quality education services.

Namibia has made substantial progress towards universal primary education. By the end of 2009, the net primary enrolment (grade 1-7) rate has reached 98% up from 89% in 1992. The survival rate to grade 8 also steadily increased from 52% in 1992 to 77% by 2008. However, while there has been consistent increase in access (enrolment) and retention (survival), the repetition rates has been on an upward trend for grades 1, 5 and 8. The highest repetition rate is at grade 5 which peaked at 25.7% in 2007 from the lowest level of 20.5% in 2004. The current assessment policy in primary school allows for promotion based on continuous assessment in Grades 1-4, and examinations accounting for 35% to 50% of the requirement for promotion from Grade 5 to 6 which partly explains why repetition rates are consistently higher in Grade 5 than in Grade 4.

Namibia is officially ranked as a middle income country, as evidenced by an average annual per capita income (2003/4) of N$ 10 358 and per capita Gross Domestic Product (2005) of N$ 18 874. Nevertheless, Namibia remains one of the most inequitable countries in the world, with an income gini-coefficient of 0.60. The inequitable distribution of wealth and income mirrors inequities in education with the poorest children the most disadvantaged. Analysis of Southern African Consortium for the Monitoring of Educational Quality (SACMEQ III) results indicates that four regions that are economically better off performed above the regional (SACMEQ) average in reading and maths while overall Namibia performed below the regional average. Ohangwena and Omusati have been in the bottom four regions in reading in all 3 SACMEQ tests.

The government has over the years committed considerable (nearly one quarter of annual budget) funding to education, but there are gaps in school infrastructure particularly in relation to school sanitation and teacher housing. More than 20% of the schools do not have latrines and 60% do not have teacher accommodation. Efforts to improve these facilities over the years have been remarkably slow. Improving the situation of teacher housing is critical but costly so innovative approaches are required to address the problem.

The report proposes 26 actions covering a wide range of areas including supply of competent and qualified teachers, ensuring adequate infrastructure, providing teaching and learning resources, ensuring that the environment in Namibian schools is safe and conducive to learning, and to ensure that all learners’ needs are catered for. In order to respond to these suggested actions and undertake good governance, the Ministry of Education will need to ensure that it has in place processes and structures that can make these changes effectively and efficiently.
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<th>Description</th>
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<tbody>
<tr>
<td>AIDS</td>
<td>Acquired Immune Deficiency Syndrome</td>
</tr>
<tr>
<td>BEd</td>
<td>Bachelor of Education</td>
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<tr>
<td>CEO</td>
<td>Chief Education Officer</td>
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<td>CFS</td>
<td>Child-Friendly Schools</td>
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<td>CPDU</td>
<td>Continuing Professional Development Unit</td>
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<td>DP</td>
<td>Development Partners</td>
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<td>EFA</td>
<td>Education for All</td>
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<td>EGRA</td>
<td>Early Grades Reading Assessment</td>
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<td>EMIS</td>
<td>Education Management Information System</td>
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<td>ESM</td>
<td>Effective Schools Movement</td>
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<td>ETSIP</td>
<td>Education and Training Sector Improvement Program</td>
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<td>GER</td>
<td>Gross Enrolment Rate</td>
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<td>GRN</td>
<td>Government of the Republic of Namibia</td>
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<td>HAMU</td>
<td>HIV/AIDS Management Unit</td>
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<tr>
<td>HIV</td>
<td>Human Immuno-deficiency Virus</td>
</tr>
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<td>IIEP</td>
<td>International Institute for Educational Planning</td>
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<tr>
<td>JSC</td>
<td>Junior Secondary Certificate</td>
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<td>L1</td>
<td>First language or mother tongue</td>
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<td>MCC</td>
<td>Millennium Challenge Corporation</td>
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<td>MDG</td>
<td>Millennium Development Goals</td>
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<td>MGECW</td>
<td>Ministry of Gender Equity and Child Welfare</td>
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<td>MoE</td>
<td>MoE</td>
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<td>MoF</td>
<td>Ministry of Finance</td>
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<td>NER</td>
<td>Net Enrolment Rate</td>
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<td>NIED</td>
<td>National Institute for Educational Development</td>
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<tr>
<td>OVC</td>
<td>Orphans and Vulnerable Children</td>
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<td>PD</td>
<td>Professional Development</td>
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<tr>
<td>PER</td>
<td>Public Expenditure Review</td>
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<td>PQA</td>
<td>Programme Quality Assurance Directorate</td>
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<tr>
<td>SACMEQ</td>
<td>Southern African Consortium for Measuring Educational Quality</td>
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<td>SAT</td>
<td>Standardised Achievement Test</td>
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<tr>
<td>SDF</td>
<td>School Development Fund</td>
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<tr>
<td>SEO</td>
<td>Senior Education Officer</td>
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<tr>
<td>SES</td>
<td>Socioeconomic Status</td>
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<tr>
<td>UNAM</td>
<td>University of Namibia</td>
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<tr>
<td>UNDP</td>
<td>United Nations Development Programme</td>
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<tr>
<td>UNESCO</td>
<td>United Nations Educational, Scientific and Cultural Organisation</td>
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<tr>
<td>UNICEF</td>
<td>United Nations Children’s Fund</td>
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<td>WIMSA</td>
<td>Working Group for Indigenous Minorities in Southern Africa</td>
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1. Introduction

Namibia is ranked as a middle income country with an annual average per capita income (2003/4) of N$10,358 and a gross domestic product per capita (2005) of N$18,874. However, it is also one of the most inequitable countries in the world, with a Gini coefficient of 0.60, and a national Human Poverty Index of 33%.

Namibia has made substantial advances in developing an inclusive and equitable education system since it gained independence in 1990. However, inequities remain, especially for the poorest and most marginalized children. This report is the second deliverable required within the consultancy for Strengthening Quality Education and Ensuring Access to Education, namely the “finalized trend analysis in the education sector on access, retention, survival and dropouts regarding quality education, including gap analysis with recommendations.”

The purpose of this report is twofold. First, it documents and analyses the advances in education in terms of trends in key indicators, both in time and space (the latter in terms of regional comparisons). Second, it identifies the gaps that are preventing key goals being met fully, particularly MDG 2, and that are hampering the provision of equitable, quality education. In particular, this report addresses the following questions:

1. What are the trends in educational access, retention, survival, and school leaving in primary school education in Namibia? What are the trends over time and space in academic achievement at the basic education level?
2. What gaps exist in the attainment of the goal of access to quality universal primary education (MDG 2) in Namibia?
3. What are the options for the MoE to address those gaps?

Education as a right is established in the Namibian Constitution. In addition, primary schooling is compulsory, and children are required to remain at school until the completion of primary school or until the age of 16, whichever comes sooner. This report examines basic education up to grade 10 since this is the focus of MDG 2 and because it is the compulsory component of basic education in Namibia. Since parts of the initial analysis identified the primary school level of education as the stage at which poverty in particular has an impact, many of the suggested actions pertain to this stage of schooling.

The constitutional requirements and the particular geographic, cultural, social and political contexts of Namibia have resulted in a range of educational laws and policies to support the constitution, to promote the development of “diversified, competent and highly productive human resources” and to build a “knowledge-based” society. These include at the national level the:

- Minimum Standards for Residential Child Care Facilities in Namibia (2009)

At the sector level, relevant laws and policies include the:

- Education Act 16 (2001)
The development of laws, plans and policies is one aspect of governance. The ways in which these laws, plans and policies are enacted and applied to produce high quality and equitable educational outcomes is another aspect of governance, and reflects the extent to which the government’s responsibilities are being fulfilled.

The question of what constitutes a “quality” education is both important and difficult, yet some recent publications that purport to address quality education take the concept as a given and provide no substantive conceptualization. The Effective Schools movement (ESM) attempts to define the characteristics of equitable, quality schooling, arguing that effective schools are characterized by sound instructional leadership, a clear and focused mission, a safe and orderly environment, a climate of high expectations of success, frequent monitoring of learner progress, positive home-school relations, and ample opportunities to learn and time on task. This literature draws many of its insights from the highly decentralized US school system, a context that is not fully shared with contexts such as those found in Namibia.

The Child Friendly School approach provides an attempt to broadly define quality schools and does so based on human rights principles and in a flexible way that takes more account of contexts such as those found in Namibia. Compared to the ESM, the CFS pays much more attention to child-centredness, inclusivity, gender, the characteristics of the curriculum, and the quality of infrastructure. Furthermore, the CFS approach is more holistic, recognizing the important role of the development of child-friendly policies at the national government level, and the need for an inter-sectoral approach to address issues related to the overall well-being of the child. As a consequence, dimensions from the CFS approach were used in this study to evaluate the quality of schools, particularly during field visits.

### 2. Methodology

The data for this analysis were drawn from a number of sources. These included:

1. Interviews and discussions with central government officials, development partners, principals, teachers, regional directors and deputy directors of education, and regional education planners and inspectors. A full list of interviewees is found in appendix 1.
2. Policy, plans and other relevant documents produced by central government, regional governments, development partners and others stakeholders. Details of documents reviewed are found in the list of references.
3. Visits to schools and classroom observations in four of Namibia’s 13 regions: Omaheke, Oshikoto, Ohangwena, and Oshana. A full list of schools visited is found in appendix 2.
4. The EMIS was used as a source of data on enrolment, retention, school leaving and survival rates, home language, language of instruction, school infrastructure, and teacher qualifications.
5. Attendance at MoE and Development Partner meetings and presentations. A list of meetings and presentations attended is found in appendix 3.
6. Demographic and Health Surveys and situation analyses for Namibia.
7. Reports on the three series of standardized tests undertaken under the auspices of the Southern African Consortium for Measuring Educational Quality (SACMEQ).
8. Other sources as cited in the text.
3. Trends in Access, Retention, Survival, and School Leaving

Net Enrolment and Survival Rates

The extent to which children are accessing education is often measured by Net Enrolment Rate (NER) and Gross Enrolment Rate (GER). The trends in NER are shown in Figure 1. The fact that NER enrolment rates are increasing suggests that survival rates are also increasing. This is confirmed by the EMIS data for survival rates shown in Figure 2 and 3. (page 12)
The data reveal that:

- Survival rates to Grade 5 show an overall upward trend from 1992-2008, increasing from 70% to 92%.
- From 1992-2002, girls’ survival rate to grade 5 was consistently higher than boys’.
- Since 2003, boys’ survival rate to Grade 5 has been higher than girls.
- Survival rate to Grade 8 has shown a steady increase from 1992-2008, increasing from 52% to 77%.
- Girls’ survival rate to Grade 8 has been higher than boys’ in all years except 2003 and 2004.

Gross Enrolment Rates

While the increase in NER and survival rates indicate that more learners are participating in schooling and they are participating for longer, the increase in GER shown in Figure 4 is not such a desirable trend.

The EMIS data show:

- From a base of 89% in 1992, NER for Grades 1-7 has risen to 98% in 2009.
- In the last three years for which data are available (2007-9), NER for Grades 1-7 has been 2.6-3.5% higher for girls than for boys. This means that appropriate age enrolment is higher for girls than boys.
- In the last three years, GER for Grades 1-7 has risen from 107% to 113%. Boys’ GER has been between 1.0 and 1.4% higher than girls’ during that period.

The increasing GER suggests that the primary school system is becoming less efficient in terms of enrolling maximum numbers of children in age-appropriate grades, suggesting higher levels of repetition (see Figure 5), and hence lower quality of teaching and learning.
Repetition Rates

Repetition rates are also showing generally upward trends, as seen in Figure 5. In particular, the EMIS data show:

- The three Grade levels with the highest repetition rates are all in the first year of a phase: the first year of upper primary (Grade 5), the first year of secondary school (Grade 8), and the first year of lower primary (Grade 1).
- An overall upward trend in repetition rates for grade 1 from 17.7% in 2001 to 20.8% in 2009, with a peak of 21.9% in 2007.
- A flat trend in repetition rates in grade 4: 13.5% in both 2001 and 2009, with a range of 13.4% in 2004 to 15.9% in 2007.
- A slight upward trend in repetition rates in grade 5: from 22.0% in 2001 to 23.2% in 2009, with a range from 20.5% in 2004 to 25.7% in 2007.
- A flat or slightly decreasing trend in repetition rates in Grade 7, with values of 14.5% in 2001 and 13.7% in 2009, and a peak of 18.5% in 2007.
- In the last three years, females had lower repetition rates and higher promotion rates than males up to grade 8 while the situation was reversed in the higher grades.

Promotion Rates

EMIS Data reveal that promotion rates (Figure 6) tend to be inverse to repetition rates: Promotion rates for Grade 1 show a decline from 2001-2009, for Grade 4 show little change, and for Grade 7 show a slight increase.
Promotion and repetition rates are influenced by two major factors: the quality of teaching and learning, interacting with assessment and promotion policy. If the quality of teaching and learning is low, then student achievement will be low. When an assessment and promotion policy allows students to be judged as having failed a year and then allows them to repeat that year, substantial numbers of students with low achievement will lead to high levels of repetition. For example, the current assessment policy in primary school allows for promotion to be based on continuous assessment in Grades 1-4, but examinations counting for between 35% and 50% of the grade upon which promotion is based are introduced in Grade 5. This may be part of the explanation why repetition rates are noticeably higher in Grade 5 than in Grade 4. Somewhat contradictorily, the National Curriculum says that:

Learners will normally progress through Grades 1-9 without repetition. Only in cases where the class teacher (Grades 1-4) or teaching team (Grades 5-9) in consultation with the principal and head of department is absolutely convinced that a learner would definitely not benefit from progressing to the next grade, should a learner repeat a grade.

Relationship to the Quality of Teaching and Learning

This is not an automatic promotion policy, as there is allowance for instances where moving up to the next grade would not benefit the learner. If the quality of teaching and learning is poor, and examinations scores comprise up to 50% of the mark towards promotion, then it is highly likely that many students will not reach the required level of competency. Abolishing the policy as stated in the National Curriculum, however, would only result in continuing high repetition levels. For example, the current assessment policy in primary school allows for promotion to be based on continuous assessment in Grades 1-4, but examinations counting for between 35% and 50% of the grade upon which promotion is based are introduced in Grade 5. This may be part of the explanation why repetition rates are noticeably higher in Grade 5 than in Grade 4. Somewhat contradictorily, the National Curriculum says that:

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Problems in properly sequencing ideas. Teachers need to be able to present ideas to learners in a logical way that leads the learners step by step from concepts they understand to the understanding of new concepts. Teachers were observed presenting ideas in illogical sequences that simply confused the learners.

2. Problems in setting examples as follow up to explanations. When teachers explain a concept such as how to make adjectives comparative in English, or how to do a particular arithmetic operation, the explanation needs to be accompanied with appropriate examples, and followed up with examples of a similar difficulty. On occasions, teachers were observed following up original examples with further examples that were of a substantively different kind, which failed to reinforce the concept being taught and were confusing.

3. Poor blackboard technique. Teachers should present material clearly on the blackboard, with legible writing, and making systematic and efficient use of the blackboard space. Teachers were observed whose blackboard work was disorganized and difficult for learners to follow. Teachers need to plan out how they are going to use the blackboard, including what points they will make and how they will be spatially arranged.

4. Poor questioning technique that failed to encourage higher level thinking and that did not systematically engage all learners in the class. Teachers were often observed providing an explanation and then attempting to evaluate learners’ understanding by simply asking “Do you understand?” The inevitable chorus of “Yes” proves nothing. Furthermore, no teachers were observed who systematically ensured that all learners’ were asked questions over the course of the lesson. Only some learners were called on to answer questions, while other learners remained disengaged. Or the teacher would solicit one or two answers, and then tell the class the right answer, even though some learners were still willing to offer suggestions.

5. Poor use of concrete objects to teach abstract concepts. Too often the teachers relied on textbooks or worksheets to explain abstract concepts, without using concrete objects to aid learner understanding. As noted elsewhere in this report, schools are poorly resourced in terms of teaching and learning aids, but teachers also rarely make use of common free or cheap everyday objects to assist with concept development.

6. Problems in evaluating the effectiveness of their own explanations. A number of teachers were observed who seemed to be satisfied that of the effectiveness of the explanation they had provided to a class, but my observations were that many learners did not understand. Apart from improved questioning techniques, teachers can also obtain written feedback from learners on classes and courses. Although the National Curriculum promotes this practice, interviewees for this study reported that it rarely happens.
7. Content knowledge problems such as mispronunciation of key concept words, incorrect use of units of measurement, and incorrect or muddled explanations of key concepts.

The high levels of repetition, therefore, are only secondarily a product of the promotion policy. They are primarily a product of the quality of teaching and learning. If schools are well resourced, teachers are teaching well and getting constructive feedback on their teaching, and learners are learning, the numbers of learners achieving the phase level competencies will be high and repetition and the associated inefficiencies will be minimized. NIED has in place a sound program of teacher development and the Continuing Professional Development Unit is being established. However, there needs to be an assessment of whether enough is being done in the area of teacher improvement. Furthermore, particularly at secondary school level, teachers need to obtain feedback from their students on the quality of their teaching and their courses. Instituting a system of learner evaluation of courses at secondary school level (both the content of the courses and the quality of delivery of the material) would give learners a voice in improving the quality of teaching and learning and to provide teachers with a further source of feedback on their performance.

**Suggested Action 1:** That the MoE maintain the policy that learners will “normally progress … without repetition” and ensure that it is being applied in an equivalent fashion in all schools.

**Suggested Action 2:** That the MoE review the current system of teacher professional development to ensure that existing professional development needs of current teachers can be met in a timely manner by the current and proposed offerings of NIED and CPDU, with a view to developing a 10-year plan for teacher professional development.

**Suggested Action 3:** That the MoE institute a system of learner evaluation of courses at secondary school level (both the content of the courses and the quality of delivery of the material) to give learners a voice in improving the quality of teaching and learning and to provide teachers with a further source of feedback on their performance.

**Attendance, Absenteeism and School Leaving**

Learners may be enrolled in primary schooling as reflected in NER and GER, but the extent to which they attend may be influenced by a range of factors. Data from the Demographic and Health Survey 2006-721 reveal that:

- Overall net attendance rates at primary school were 90.9% (90.5% of males, and 91.3% of females).22 This compares with NERs of 92.3% in 2007 and 92.5% in 2006.
- Attendance rates were lowest in Kunene (56.2%), Otjozondjupa (82.1%), Omaheke (83.9%) and Kavango (86.8%)
- The lowest wealth quintile had the lowest attendance rate (87.8%) while the highest wealth quintile had the highest attendance rate (93.8%)
- Gender parity index (or girls to boys ratio) in primary school attendance overall was 1.01 (1% more girls attending than boys), and ranged from 0.95 in Kunene to 1.06 in Ohangwena.23
Comparing data from SACMEQ II and III show that absentee levels were falling in all regions but were highest in Kavango, Ohangwena, Omusati, Oshana and Oshikoto in both SACMEQ II and SACMEQ III (Figure 7).

Figure 7. Absentee Rates in SACMEQ II (2000; SII) and SACMEQ III (2007; SIII), by Region

In terms of School Leaving Rates (Figure 8), the EMIS shows:

- School leaving rates are highest in the first or last year of a phase, particularly upper primary and lower secondary, with the four highest rates in Grades 10, 8, 7 and 5.
- School leaving rates in upper primary and secondary have generally trended downwards in the period 2001-2009.
- Grade 1 school leaving rates have been flat in the period 2001-2009.
- Grade 4 School leaving rates have trended slightly upwards in the period 2001-9.

Figure 8. School Leaving Rates, Selected Grades, 2001-2009

Because the EMIS does not track individual learners, it is difficult to assess whether learners who leave school re-enroll elsewhere or not. Thus the data on school leaving cannot currently distinguish between those learners who left school completely and those who changed schools.
Despite the fact that net enrolment rates and attendance rates are high overall, San speaking learners are under-represented in primary school, and this can be established despite some of the EMIS data being unreliable:

- Although the EMIS reports for 2007, 2008 and 2009 claim that San learners were only 0.1% of the learner population, the EMIS data does not support this.
- The 2007 report records that there were 6441 San learners out of a total learner population of 570,623, that is, 1.13%, with a similar figure for 2008.
- The 2009 data appears to be anomalous, with the total number of San learners plunging to 2126 out of 585,471 or 0.36%, but this is still three times the proportion quoted in the text of the three latest EMIS reports.
- Based on the EMIS data, percentages of San learners in lower primary in 2007-9 were 1.84%, 1.93% and 0.59% respectively, compared with 1.2% of the general population.
- Based on the EMIS data, percentages of San learners in upper primary in 2007-9 were 0.79%, 0.90% and 0.40% respectively, compared with 1.2% of the general population.
- If we believe the 2007-8 data, then San learners are slightly over-represented in lower primary, and under-represented in upper primary.
- If we believe the 2009 data, then San learners are highly under-represented at both lower and upper primary.

While there are mobile schools operating in Kunene region, the dominant model of education provision in Namibia is a traditional model based on providing learners with instruction in classrooms in fixed sites. This leaves some social groups such as the San with a difficult choice between maintaining their culture and lifestyle at the expense of their children’s education, or giving up their culture and lifestyle so that their children can attend school. Given that the Universal Declaration of Human Rights protects the right to both culture and education, this is not a choice that people should be required to make.

**Suggested Action 4:** That the MoE undertake a review of the provision of education to learners who are missing out on education due to remoteness and mobile lifestyles. Such a review should include:

1. A more detailed assessment than can be obtained from EMIS data of the numbers of learners missing out on education due to remoteness and mobile lifestyles.
2. A needs assessment and feasibility study of the provision of alternative models of schooling for learners in remote areas or from mobile social groups.
3. A feasibility study to identify and cost appropriate alternative models of education for remote and mobile learners.
4. A discussion with all stakeholder groups on the merits of amending the EMIS data so that individual learners can be tracked.
The MoE’s language policy states that the medium of instruction in Grades 1-3 will be the learners’ home language or, failing that, the dominant language of the school community. In grades 5-7 English will be the medium of instruction, and learners will study their home language as a subject.

The way in which the MoE’s language policy is being implemented can be assessed by:

1. Comparing the number of learners from particular home languages enrolled in lower primary school with the number of learners enrolled in classes in which that home language is the medium of instruction in grades 1-3; and
2. Comparing the number of learners from particular home languages enrolled in upper primary school with the number of learners studying that particular home language as an L1 subject in grades 5-7.

The policy clearly allows for learners to be enrolled in classes in which a particular home language is the medium of instruction who do not have that language as a first language. This is reflected in the data in appendix 4. However, this is not ideal for literacy and language acquisition. Furthermore, not all learners in Grades 5-7 who are enrolled in a particular L1 subject class will actually be L1 speakers of that language. A summary of the analysis of EMIS data on home language is provided below. The details are in Appendix 4.

Lower Primary

- The vast majority of San learners and most Rugciriku speaking learners are not being catered for in terms of home language medium of instruction in lower primary school.
- Vast numbers of non-Silozi learners are being placed in Silozi medium of instruction classes in grade 1-3, and therefore are not being catered for in terms of learning in their home language.

Upper Primary

- About half of Khoekhoegowab speakers in Gr 5-7 are being catered for in terms of learning the home language as a subject.
- There are some non-Rukwangali speakers being enrolled in Rukwangali L1 classes.
- There are substantial numbers of non- Oshidongo speakers being enrolled in Oshidongo L1 classes.
- There are very substantial numbers of non- Silozi speakers being enrolled in Silozi L1 classes.
- There are very substantial numbers of non- English speakers being enrolled in English L1 classes.
- San learners are not being catered for at all in terms of studying their L1 as a subject at Upper primary school and the language policy is not being implemented for them.

Interviews and observations conducted for this report indicate that the situation described above is a result of two major factors: a lack of will to implement the national language policy and a lack of the means to do so.24 First, in some schools, people involved in schooling either as teachers or parents do not subscribe to the idea that L1 initial literacy promotes L2 literacy, and therefore lack the will to have L1 medium of instruction. This then is linked to an emphasis...
on L2 acquisition such as English, at the expense of teaching in and of L1. Therefore, there needs to be a more concerted effort to explain the research-based rationale for the language policy to both teachers and school community members. Second, many schools do not have staff who can teach in L1 or teach L1 as a subject, or the schools lack the teaching and learning resources to do so.25

Currently NIED is developing L1 literacy materials including readers, grammars, orthographies, glossaries, and literature resources for a range of Namibian languages (See Appendix 6). In addition, the Working Group for Indigenous Minorities in Southern Africa (WIMSA) is developing literacy materials in several San languages, as well as supporting San people to undertake teacher training. However, the rate of materials development and teacher training is clearly too slow, with the result that significant numbers of learners are going through the school system without becoming literate in their home language and without experiencing the educational and cultural benefits of developing L1 literacy as a bridge to English literacy. Thus for some learners the situation is little changed from what it was in the 1980s.

Section 6 below reports the relatively weak performance of Grade 6 learners in reading in the SACMEQ tests. One current response to improving reading levels has been the establishment by the MoE of the Early Grade Reading Assessment task team to implement these tests at Grade 1 and 2. However, testing is not teaching. Apart from the minority languages mentioned in the previous paragraphs, there is a severe shortage of reading materials in most primary school classrooms.26 In the past GTZ has supplied books, and NIED has been undertaking or has plans to undertake development of primary school level readers in Setswana, Thimbukushu, Jul’hoansi and Khoekhoegowab. Lower primary Namibian languages books were purchased by MoE in 2009/1027, but these are language learning books, not story books. WIMSA is developing readers and books of poems in three of the San languages, and MCC is planning book corners in primary schools28. However, the box of books in a classroom corner will probably not be nearly enough to promote high levels of reading competence, interest or enjoyment. It is already known that reading competency is low. Providing schools with adequate amounts of interesting and attractive reading material in the form of story books, training teachers in their use, and implementing daily reading activities in schools has been shown to substantially improve reading ability and performance in English tests.29 The priority should be to fund the development and distribution of reading materials (that is, story books, not readers or textbooks) on a scale large enough to ensure that each child has the opportunity to read at least one new book a week in English and in the home language, starting at Grade 1. “Book floods” of this kind have been effective in Fiji, Singapore, Sri Lanka and South Africa.30

**Suggested Action 5:** That the MoE commit substantially more resources to L1 literacy materials development and undertake a program to radically increase the material and human resources for developing reading competence (eg undertake a Book Flood).

**Suggested Action 6:** That the MoE commit substantially more resources to minority language teacher training, so that all Namibian children have the opportunity to become literate in their home language.

**Suggested Action 7:** That the MoE take measures to inform teachers and school community members of the merits and research-based rationale for the language policy, especially the importance of developing literacy initially in learners’ home language.
5. Trends in Improving School Infrastructure

There is a clear relationship between the quantity and quality of school infrastructure and the quality of learning. When classrooms are too cold or too hot, or let in rain, or when there are not enough toilets or water for drinking and hand washing, learners can be disadvantaged through either themselves or their teachers being uncomfortable or sick, or by learning resources being damaged by the elements. Similarly, when communication between the school and the outside world is difficult, then it makes it more difficult to coordinate the provision of supplies and services to the school and the learners. Figure 9 shows the progress made in providing schools with toilets for learners and teachers, a water supply, electricity, telephones and teacher housing in the period 2001-2009. The situation is not good. More than 20% of schools have no toilets for learners or teachers and no water supply.

Calculating the percentage increase per year over this nine-year interval allows an estimate to be made of when these components of infrastructure will be provided to 100% of schools assuming that the rate of the period 2001-9 continues. These calculations are shown in Table 1.

Table 1. Rates of increase in provision of school facilities and estimated year of achieving 100% coverage

<table>
<thead>
<tr>
<th>Component</th>
<th>% change in number of schools having this component 2001-9</th>
<th>Annual percent change</th>
<th>Year by which 100% coverage will be achieved</th>
</tr>
</thead>
<tbody>
<tr>
<td>Toilet for learners</td>
<td>6.6</td>
<td>0.73</td>
<td>2040</td>
</tr>
<tr>
<td>Toilets for teachers</td>
<td>12.3</td>
<td>1.37</td>
<td>2026</td>
</tr>
<tr>
<td>Water supply</td>
<td>10.6</td>
<td>1.18</td>
<td>2028</td>
</tr>
<tr>
<td>Electricity</td>
<td>18.2</td>
<td>2.02</td>
<td>2029</td>
</tr>
<tr>
<td>Telephone</td>
<td>18.1</td>
<td>2.26</td>
<td>2029</td>
</tr>
<tr>
<td>Teacher Accommodation</td>
<td>2.4</td>
<td>0.267</td>
<td>2276</td>
</tr>
</tbody>
</table>
As can be seen from the table, if the rates of increased provision that occurred between 2001-9 are maintained, it will be another 15 years before all schools have toilets for teachers. This means any toilets, without even considering whether there are an adequate number of toilets or whether they are of suitable quality. It will be another 29 years before all schools have at least one toilet of some kind for learners. It will be another 17 years before all schools have a water supply. It will be another 18 years before all schools have electricity and a telephone. And it will be another 266 years before all schools have teacher accommodation. Even if the ministry’s intention is to have, say, only 40% of schools with teacher accommodation, this will not be achieved for another 40 years. These time frames are all unacceptable both from a human rights perspective and from a quality of learning perspective.

Figure 10 shows the trend in the replacement of prefabricated classrooms and classrooms made from traditional materials. While the trend is downwards, at current rates of construction it would take until 2036 to replace all the prefabricated classrooms with permanent structures and until 2060 to do the same with traditional classrooms.

Figure 10. Progress towards elimination of prefabricated and traditional classrooms 1992-2009

Table 2. Rates of decrease in the use of prefabricated and traditional classrooms, 2003-9 and estimated year to reach 0 per cent.

<table>
<thead>
<tr>
<th>Type</th>
<th>Number in 2009</th>
<th>Decrease 2003-2009</th>
<th>Decrease in classrooms per year</th>
<th>Year in which 0 will be reached at present rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Prefabricated</td>
<td>1098</td>
<td>244</td>
<td>-41</td>
<td>2036</td>
</tr>
<tr>
<td>Traditional</td>
<td>1363</td>
<td>161</td>
<td>-27</td>
<td>2060</td>
</tr>
</tbody>
</table>

Although providing permanent classrooms is important in most schooling contexts, the lack of water supply and toilets in more than 20% of schools is a more pressing issue. Lack of sanitation facilities impacts on learner health and well-being. In many jurisdictions around the world, schools and teachers are considered to have a “duty of care” towards the learners. Not providing a healthy learning environment is a breach of this duty of care, and needs to be remedied more urgently than the classroom situation.

Suggested Action 8: That the MoE consider the lack of toilets and water supply in more than 20% of Namibian schools as an emergency and allocate and/or solicit funds accordingly, with the aim of providing 100% of schools with suitable toilets and a clean water supply within 2 years.
6. Trends in Academic Achievement

Namibia has only recently introduced nationwide standardized testing at Grades 5 and 7 and each test has only been done once to date. As such no locally produced trend data on learning outcomes is currently available. However, Namibia has participated in the Southern Africa Consortium for Measuring Educational Quality (SACMEQ) tests in 1995, 2000 and 2007. The results of these tests give an indication of the trends in learning outcomes for Grade 6 learners. The tests were for reading in all three instances, and for maths in the latter two. The trends in reading scores are shown in Figure 11.

The data reveal that:

- Overall there has been an upward trend in Learner Reading scores.
- Namibia reading scores are below the SACMEQ average, but the trend shows a movement up towards the SACMEQ average.
- In SACMEQ III, four regions in Namibia had reading scores above the SACMEQ average (Erongo, Khomas, Karas and Otjozondjupa).

![Figure 11. Mean Reading Scores by Region, SACMEQ I, II and III](image)

Maths was tested only during SACMEQ II and III. The results for Namibia overall and for each region within the country are shown in Figure 12.

![Figure 12. Mean Maths Scores by Region, SACMEQ II and III](image)
From the above figure it can be seen that:

- Namibia mathematics scores are below the SACMEQ average, but the trend shows a movement up towards the SACMEQ average.
- In SACMEQ III, three regions in Namibia had mathematics scores above the SACMEQ average (Khomas, Erongo and Karas).
- Although scores are increasing, and approaching and in some cases exceeding the SACMEQ averages, actual mathematics and reading competence remain low. In SACMEQ III, more than 50% of grade 6 learners tested were reading and doing mathematics at no more than a basic level of competency.

There were only minor gender differences in SACMEQ scores, which are not statistically significant. However, there were differences in SACMEQ scores based on SES and rurality – low SES and living in a rural area were associated with lower scores in both reading and maths (Figures 13 and 14).

Figure 13. SACMEQ Reading and Maths Scores by Rurality

![Figure 13: SACMEQ Reading and Maths Scores by Rurality](image)

(Note: -R suffix indicates reading scores; -M suffix indicates maths scores)

Figure 14. SACMEQ Reading and Maths Scores by Socioeconomic Status

![Figure 14: SACMEQ Reading and Maths Scores by Socioeconomic Status](image)

(Note: -R suffix indicates reading scores; -M suffix indicates maths scores)
Some regions have performed consistently poorly in the SACMEQ tests:

- Ohangwena and Omusati have been in the bottom four regions in reading in all 3 SACMEQ tests
- Oshikoto has been in the bottom four regions in reading in the last two SACMEQ tests
- Kavango was the other region that came in the bottom four regions in reading in the most recent SACMEQ test.
- Ohangwena and Omusati have been in the bottom four regions in mathematics in both SACMEQ mathematics tests
- Oshikoto and Kavango were the other two regions in the bottom four in mathematics in the most recent SACMEQ test.

At Junior Secondary school level, academic achievement is indicated by the results of the Junior Secondary Certificate (JSC) examination. Learners are given an overall point score out of 42. Twenty-three out of 42 is considered a pass. The EMIS data (Figure 15) shows the following trends in JSC scores over the period 2006-9:

- The proportion of learners obtaining a pass score (23 or above) has increased from 45.9% in 2006 to 50.3% in 2009.
- In some regions there are substantial fluctuations from year to year in the proportion of learners obtaining a pass score. For example, in Omaheke, the four proportions were 43.3%, 31.5%, 35.9% and 51.6% respectively.
- No region was ranked in the bottom 4 performing regions in all four years.
- Kavango was the only region to be ranked in the bottom 4 performing regions in three of the four years.
- Erongo, Khomas, Oshikoto and Oshana were the only regions that did not come in the bottom 4 at least once in the period 2006-9
- Results in Khomas declined each year, from 58.3% in 2006 to 48.1% in 2009.

Classroom observations for this report indicate that primary school mathematics classrooms generally lack material resources for supporting learning. These observations were confirmed in discussions with NIED staff and people involved in mathematics education. Upper primary classrooms also lack hands-on materials for teaching natural sciences. While MCC has provided mathematics, science and English textbooks to Grades 5-7, classroom observations and interviews revealed...
that many learners are still in the concrete operations stage of their cognitive development, and the textbooks are too abstract to be used alone. Learners need concrete materials to touch, see, and manipulate in order to move from the concrete to the abstract. A numeracy strategy is currently being developed, while a materials development workshop is scheduled for June 2011. NIED and the Namibia Mathematics Institute in conjunction with the regional education offices are providing professional development workshops for classroom teachers at lower primary level and for mathematics teachers at upper primary, but resources limit the coverage and the rate at which these can be delivered. Although in the medium to long term the GRN may provide sets of mathematics and science materials, in the short to medium term, mathematics and science teaching could be substantially improved by providing teachers with ideas about how to create teaching support materials from everyday objects without having to rely on supplies from the government.

There are many useful and innovative programs being undertaken in the regions in response to the levels of achievement identified by SACMEQ and the Grade 5 SAT and the quality of education more generally. Some examples that were reported by interviewees included:

1. Inclusion of learners’ and their views in annual or biennial regional education stakeholders’ conferences (Oshana);
2. Initiation of performance dialogues between regional officials and poorly performing schools (Oshana);
3. Regions doing their own external evaluations of schools, mimicking the national process (Ohangwena);
4. Training all school staff even cleaners and support workers in the National Standards (Oshikoto);
5. Splitting the regional conference into 3 retreats with regional officials – (a) for principals, (b) for Secondary/Combined schools board members, (c) for Secondary/Combined schools Head Learners’ (Oshikoto);
6. Holiday Reading Adventure activity (Oshana). This activity involves bringing together parents and grade 1 learners during school holidays to learn about everyday literacy and how to promote reading.
7. Each region is liaising with NIED to develop responses for improving teaching of mathematics at Grade 5-7 level.

Directors of education and their staff usually meet each other in the context of meetings called by the head office of MoE to discuss concerns of head office, or every two years at a national conference. Regions have their own annual or biennial education conferences where stakeholders from within the region share innovative and effective ideas and practices. However, no forum exists for key officials or effective teachers in different regions to pursue regional concerns (rather than just head office concerns) or share regularly with each other innovative and effective ideas and practices that improve teaching and learning.

Suggested Action 9: That the MoE urgently provide funds to NIED to undertake a comprehensive program to provide teachers with ideas about how to develop mathematics and science teaching aids from free or cheap everyday materials.

Suggested Action 10: That MoE provide a forum for regional directors, deputy directors, planners, inspectors and effective teachers from the regions to share their innovative and effective ideas and practices for improving the quality of education.
7. Correlations between SACMEQ scores and social and educational indicators

There is a wide array of correlates of academic achievement, and the trends in the SACMEQ scores described above as well as the disparities between the regions, have complex and multiple roots. Six major sets of indicators and their relationship with academic achievement as measured by SACMEQ III scores in reading and maths are analysed here. These indicators are shown in Table 3. Tables 4 and 5 in Appendix 5 shows the details of the analysis, along with an analysis for comparative purposes of the Junior Secondary Certificate results for 2006-9 and the SACMEQ II results.

The results are summarized below.

Regions that achieved better SACMEQ III results had:

- higher average annual per capita income and less poverty

Regions that achieved better SACMEQ III results had more learners:

- With better educated parents
- Live in better quality housing
- Paying for extra lessons
- Living in urban areas
- Attending more often

Regions that achieved better SACMEQ III results had more learners studying in schools where the principal:

- Has relatively less experience as a principal
- Is female
- Is older
- Has some tertiary education
- Teaches less minutes per week

Regions that achieved better SACMEQ III results had more learners studying in schools with teachers who:

- Have some tertiary education
- Have 3 or more years of tertiary training
- Have done relatively little inservice training over the previous 3 years
- Are older and more experienced
- Did better on the SACMEQ teacher test (reading only)
- If they are maths teachers, teach for relatively more hours per week
- Uses the teacher resource centre
- Have teacher guides
- Set homework more often and check it most of the time or always
- Have accommodation that is in an acceptable condition

Regions that achieved better SACMEQ III results had more learners studying in schools that have:

- More permanent classrooms
Table 3. Indicators Used in the Correlation Analysis of SACMEQ and other data

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Socioeconomic indicators</th>
<th>Principal characteristics</th>
<th>Teacher Characteristics and Practices</th>
<th>School infrastructure and Resources</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td>Average annual per capita income</td>
<td>Parent education level</td>
<td>Experience levels of Principals</td>
<td>Proportion of teachers with some tertiary education</td>
<td>Proportion of permanent classrooms in all schools in the region</td>
<td>Average days absent per month per learner</td>
</tr>
<tr>
<td>Poverty Index</td>
<td>Learner housing index</td>
<td>Proportion of female primary school principals</td>
<td>Proportion of primary teachers with 3 or more years tertiary training</td>
<td>Learners per toilet</td>
<td>Per cent of learners speaking English outside school</td>
</tr>
<tr>
<td></td>
<td>Proportion of learners paying for extra lessons</td>
<td>Age of principal</td>
<td>Teachers’ years of training</td>
<td>Buildings needing repair</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Proportion of learners who never receive homework help at home</td>
<td>Proportion of principals with some tertiary education</td>
<td>Number of days of inservice training in the last 3 years</td>
<td>Classroom resource index</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Isolation</td>
<td>Principals’ mean teaching minutes per week</td>
<td>Mean reading/maths teacher age</td>
<td>Classroom library books</td>
<td></td>
</tr>
<tr>
<td>PER distance index</td>
<td>Distance from facilities</td>
<td></td>
<td>Mean years of experience of reading/math teachers</td>
<td>Presence of an English dictionary in the reading classroom</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Proportion of learners in urban schools</td>
<td></td>
<td>Teacher score on reading/maths test</td>
<td>Presence of geometrical teaching aids in maths classroomroom</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Teaching hours per week</td>
<td>Teachers housing is in acceptable condition</td>
<td></td>
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<tr>
<td></td>
<td></td>
<td></td>
<td>Teachers’ preparation and marking hours per week</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td></td>
<td></td>
<td>Learners are set homework most days</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td>Homework is checked most of the time</td>
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<td></td>
<td></td>
<td></td>
<td>Tests are given 1+ times per week</td>
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<td></td>
<td></td>
<td></td>
<td>Meet with guardians at least once per term</td>
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<td></td>
<td></td>
<td></td>
<td>Teachers having a teaching guide</td>
<td></td>
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<td></td>
<td></td>
<td></td>
<td>Teachers have used a resource centre</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Teachers did not have access to resource centre</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Schools infrastructure and Resources</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Other</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Data sources: SACMEQ III Table Report except a UNDP 2007; b UNDP 2009; c MoE Public Expenditure Review 2010; d EMIS
• Less buildings in need of repair
• Relatively more toilets
• More of the eight basic pieces of classroom equipment
• Less library books in the classroom
• An English dictionary in the classroom (reading)

The following do not seem to be related to how well a region did in SACMEQ III:

• Whether students never get homework help at home
• The amount of time the teachers spend on marking and preparation
• How often the teachers give tests
• How often the teachers meet with parents/guardians
• Whether the maths classroom has geometrical teaching aids
• Whether a greater proportion of teachers did not have access to a resource centre
• The proportion of learners who speak English outside school

In regard to socioeconomic status, these results confirm a wide number of studies elsewhere in the world that relate academic achievement to SES. There is a very strong correlation between poverty and SACMEQ III achievement levels, and there has been no change in that regards since SACMEQ II (see Appendix 5, Table 4). Furthermore the relationship between poverty and JSC result has been overcome in the last four years (see Appendix 5, Table 5), so that there is now no correlation between poverty and Grade 10 achievement. This means that the impact of poverty is now being felt most at the primary school level.

SACMEQ III achievement was also strongly correlated with other indicators related to poverty and SES, including parents‘ education level and the quality of housing. This means that the current primary school system is not providing education of a sufficient quality to overcome the effects of poverty on primary school achievement. This suggests two courses of action. First, poverty needs to be tackled more aggressively and second, the quality of primary education needs to be improved, particularly for learners in rural and remote areas.

Many rural or remote primary schools are multigrade schools, which require a certain set of skills to teach in and administer, but which can also have a number of pedagogical advantages, including:

1. More scope to accommodate different ability levels (eg weak grade 4 learners can review grade 3 work; strong grade 3 learners can be accelerated)
2. Peer tutoring has more possibilities
3. Learner centered learning becomes more necessary/attractive
4. Small schools are more financially viable because they save on teaching and principal posts, meaning schools can be closer to the communities they serve, creating less need for hostels and reduction in the problems related to hostels,
5. Multi-age peer groups in the classroom reflect social reality more than the supposed single-age peer group of single grade classes.

Some work is currently being undertaken to enhance multigrade teaching in Namibia. Being able to implement multigrade teaching is one of the exit outcomes of the new BEd (Pre-Primary and Primary) offered by UNAM, and multigrade teaching skills are integrated in four modules in the program. However, the program does not dedicate a module to multi-grade. NIED is offering a program to train multigrade facilitators, provide refresher training in multigrade, and support and monitor multigrade teachers, and a thematic integration manual for grades 1-3 is in production, all funded through ETSIP. However, the funds for
the training are not enough to cover all multi-grade teachers. Multi-grade teachers need support with resources for independent learning.

Although Vision 2030 promotes the improvement of upper secondary education to provide a skilled workforce for the national and global economy, the results of this analysis show that the education system particularly at the primary school level is not overcoming social inequalities but mainly reproducing them. The urbanized children from relatively wealthy and well educated families are performing better at primary school and therefore getting greater access to secondary school and subsequent economic opportunities than are children from rural, remote and less well-off families.

**Suggested Action 11:** That the MoE continues to advocate within GRN for educational, social and economic policies that alleviate poverty, promote adult education, and improve the quality of housing.

**Suggested Action 12:** That the MoE prioritise improve teaching and learning in rural and remote primary schools, including multigrade teaching and learning.

A number of other courses of action required by the MoE to improve the quality of education can be deduced from the correlation analysis above. In terms of the qualities of principals, maturity is important, as is having some tertiary education and not being overwhelmed by classroom teaching duties. However, being male and having many years of experience as a principal do not seem to be so crucial. This is not to say that there are not excellent principals who are male and very experienced and effective in their job. However, the analysis shows that these characteristics are not associated with Grade 6 academic achievement of learners. Nor does it mean that female principals and those with less experience will inevitably get better results from their learners. What the analysis does show is that learners in schools with female principals and those with less years of experience were more likely to get good results in SACMEQ III. This may be because female principals and those with less years of experience are more likely to have more ambition or drive for results.

**Suggested Action 13:** That the MoE reviews its principal selection policy to ensure that years of experience as a principal is de-emphasised and that drive for results, relevant tertiary education, and maturity, among other characteristics, are emphasised.

The emphasis that the MoE has placed on substantially increasing the level of tertiary education among teachers is justified by the results of this analysis. There were strong correlations between tertiary training levels of teachers and the academic achievement of Grade 6 learners. The amount of in-service training, on the other hand, was negatively correlated with academic achievement. Although this is counter-intuitive, it is probably because in-service training has been focused on the areas of greatest need, and because it is the quality of in-service training that makes a difference, not the quantity.

Reading teachers who did better on the SACMEQ teacher reading test had learners who did better on the reading test, but there was no relationship between the maths teachers’ scores on the teacher maths test and their learners maths scores. This indicates that content knowledge could be more crucial in reading than in maths. In maths it could be that knowledge about and skill in teaching maths (which were not measured by SACMEQ) could be more crucial for learner success than very high levels of maths teacher content knowledge.

Learners who had teachers who used the teacher resource centre, and were equipped with teacher guides, were also more likely to have high achievement in the SACMEQ tests. In addition, teachers who set and corrected homework very often also had successful learners. Finally, where teacher housing was in an acceptable condition, learners were more likely to be successful. As noted in the previous section, progress towards providing suitable teacher accommodation has been very slow over the past decade. These findings lead to the following suggested actions regarding the teaching force.
Suggested Action 14: That the MoE pursue the goal of 100% of teachers qualified at the tertiary level.

Suggested Action 15: That teacher resource centres continue to be supported and their use by teachers facilitated.

Suggested Action 16: That principals and regional inspectors ensure that teachers are setting a reasonable amount of relevant homework and correcting it regularly.

Suggested Action 17: That the MoE and the regional education offices ensure that all teachers have accommodation that is in acceptable condition.

The correlations between learner academic achievement in Grade 6 and the characteristics of schools shows that learners do better in regions where there are more permanent classrooms, where there are less buildings in need of repair, where there are relatively more toilets, where each classroom is equipped with basic equipment and materials such as dictionaries. To ensure the provision of these items of infrastructure and other resources, funding will need to be found. Even if officials in the MoE do not entirely agree with the extent of the problem, it is evident that at least some funds could be freed up by implementing the recommendations of the 2010 Public Expenditure Review. For example, the PER suggested there was a discrepancy of 16,000 between employment levels in MoE according to the MoF, compared to those indicated in the EMIS. Even if the problem is only one-tenth the size suggested by the PER, this still represents 1,600 salaries that could be saved by cleaning up the payroll records. MCC currently has plans to equip primary schools with book corners, and NIED is producing wall charts of various kinds. However, many classrooms still lack other pieces of basic equipment. Implementing the recommendations of the recent Public Expenditure Review, will free up funds for other purposes, and ensure that funding is based on needs rather than previous allocations.

This analysis leads to the following suggested actions.

Suggested Action 18: That the MoE fully implement the recommendations of the 2010 PER.

Suggested Action 19: That the MoE move to ensure that all classrooms are in a good state of repair.

Suggested Action 20: That the MoE move to ensure that all classrooms are equipped with teachers’ desks, teachers’ chairs, bookshelves, useable black or white boards, chalk or whiteboard markers, and cupboards.
Bullying, Discrimination, Violence and Harassment in Schools

Bullying, hostility towards minority groups, sexual harassment, and physical abuse continue to occur in Namibian primary schools, despite current laws, polices and regulations. School staff are subject to the Public Service Charter, which requires that services be provided in a non-discriminatory way. The Teacher Code of Conduct requires that teachers, inter alia,

(d) must respect the dignity and constitutional rights of every learner without prejudice, including the right to education, equality of culture, and the right to privacy;
(e) must promote gender equality and refrain from any form of discrimination including on the basis of HIV and AIDS status or health reasons;
(f) must promote acceptable moral standards and development among learners;
(h) may not in any form, humiliate or abuse a learner (i.e. physically, emotionally or psychologically);
(i) may not administer corporal or any other degrading punishment upon a learner.

Documented occurrences of inappropriate treatment of learners includes:

- The National Planning Commission’s most recent Situation Analysis reported children being beaten by parents, teachers and other children, and cited other reports indicating that bullying and corporal punishment were very common, and that girls in schools hostels were vulnerable to rape and sexual harassment.
- Louise Newbould, in her interim report on barriers to educational attainment among the San in Namibia reports that “the school environment seems to be hostile in comparison to the home environment especially with regards to discipline. This often results in San children running away as well as it increasing the tensions between the school and the San families”. Furthermore, she notes that “the parents not being able to afford uniform and toiletries … results in bullying from teachers and learners.”
- Ward and Mendelsohn report Namibian children being teased and ostracized at school when their HIV positive status became known.
- According to a recent article in The Namibian, 31 teachers in Namibia were responsible for making female learners pregnant in 2010.
- Reporting results of a household survey in four regions in Namibia, Leoschut indicates that among the respondents:
  - more than a fifth (22.6%) of youths interviewed had ever been verbally teased, insulted or intimidated at school;
  - 18.8% had ever been hit, kicked or punched at school;
  - 17.3% had been threatened with harm at school; and
  - 5.7% responded positively when asked whether they had ever been forced to do things with their body against their will (sexual abuse) by someone at school.

Suggested Action 21: That the MoE move to ensure that the Code of Conduct is being followed in all schools, and where breaches occur, that the procedures provided in the Public Service Act to deal with misconduct are enacted, and seen to be enacted.
Although the studies cited above have identified a number of pertinent issues regarding violence, bullying and discrimination in Namibian schools, a more thorough and systematic study should be undertaken to determine the various dimensions of the problem, to assess the steps that have already been attempted to address the problem, and to identify the barriers to dealing with the problem in current Namibian school contexts.

**Suggested Action 22:** That the MoE commission a wide-ranging and detailed research study of violence, bullying and discrimination in Namibian schools to inform the development of relevant policies and actions.

Many education systems have policies to deal with the issues discussed here. These include non-violent behavior management policies, anti-bullying policies, and anti-discrimination policies and anti-violence policies. While the Code of Conduct for teachers very clearly does not permit corporal punishment, the studies describe above indicate that it still occurs. Teachers need to be provided with a greater range of options, and they need to be trained in these options. Principals and inspectors also need to be trained in positive, non-violent behavior management methods so that they can support teachers in developing non-violent classroom environments.

**Suggested Action 23:** That the MoE develop, implement, promote and enforce positive, non-violent behavior management strategies for all schools, staff and learners.

Anti-bullying policies make clear to administrators, teachers and learners that bullying is not acceptable, provide guidelines for action by administrators, teachers and learners, help bullies understand that their behavior is not acceptable, and provide alternative methods for developing social relations. These policies raise awareness about the issue, provide guidelines for action and when implemented contribute to enhancing the happiness and well-being of learners.

**Suggested Action 24:** That the MoE develop, implement, promote and enforce an anti-bullying policy and strategy for schools.

In some cases, anti-bullying policies are incorporated into anti-discrimination policies or discrimination-free environment policies. However, anti-discrimination policies are also required because discrimination takes many forms, not just bullying. Furthermore, bullying may not necessarily be based on perceptions of power and weakness, rather than the kinds of perceived differences that discrimination focuses on.

**Suggested Action 25:** That the MoE develop, implement, promote and enforce an anti-discrimination policy and strategy for schools.
9. Managing the Delivery of Equitable Education Services to Namibian Learners

The 24 suggested actions listed above relate to providing competent and qualified teachers, ensuring adequate infrastructure, providing teaching and learning resources, ensuring that the environment in Namibian schools is safe and conducive to learning, and ensuring that all learners’ needs are catered for. These are the key tasks performed by the MoE. “Performance”, including “responsiveness” and “effectiveness and efficiency” is one of Graham, Moss and Plumptre’s (2003) five principals of good governance.

In order to respond to these suggested actions and undertake good governance, the MoE will need to ensure that it has in place processes and structures that can make these changes effectively and efficiently. The MoE has a number of mechanisms that aim to improve its performance. The MoE regularly develops and reviews strategic plans. Within the MoE, directorates also review their own functions from time to time. In addition, ETSIP implementation arrangements apparently involved a one-off “rigorous assessment of all core, and support structures [including] structures of the education sector ministries, and other key ministries such as the Ministry of Works, Transport and Communication, the National Planning Commission and the Ministry of Finance.” At the end of 2010, Public Expenditure Review (PER) mentioned above was undertaken, and its five recommendations were:

1. Clean out the payroll database to deal with the gap between the number of MoE employees recorded in the EMIS and the number actually being paid by MoF.
2. Apply zero based budgeting so that funding allocations are based on a review of functions and needs and not on previous allocation or spending levels
3. Build a realistic budget base
4. Prepare a database for planning, performance and budget analysis
5. Develop an accountability system from the school level up

However, despite these recommendations and despite the existence of internal review mechanisms, interviews and document analyses revealed numerous weaknesses in the operations of the MoE, pertaining to:

- Problems with developing, implementing and following up on plans
- A lack of analysis and use of collected data (eg EMIS data) for planning
- Inadequate reporting requirements and procedures
- Officials who do not perform all the functions required by their position
- Inconsistent policy development and review requirements and processes
- Inordinately long recruitment times for key positions
- Inadequate funding for programs
- Weaknesses in procurement and the supply chain

The PER focused on expenditure and whether stakeholders were getting value for money. However, it did so within the context of the current structure of the MoE. A major gap in the efforts to ensure responsiveness, effectiveness and efficiency is that there is no externally conducted, systematic, ongoing, regularly scheduled review of overall structures, functions, systems and procedures. Such a review should not just be about public expenditure, but the bigger picture of whether the MoE, and the education system of which it is a part, as they are currently structured and functioning, serve the current and future needs of the citizens of Namibia in the most equitable, effective and efficient way. Therefore this report recommends as follows.
Suggested Action 26: That the MoE undertake a regular (every 7-10 years) externally conducted, systematic organizational review which would:

1. Analyse the overall structure of the ministry, the function of and relationship between each directorate and division, the policy and decision making processes, systems and review mechanisms, and officials’ duties and responsibilities;
2. Analyse and assess the functionality of the links between the national, regional, circuit, cluster and school levels;
3. Identify gaps, areas of overlap, inefficiencies, dysfunctionalities, and bottlenecks; and
4. Make recommendations for restructuring of directorates and divisions, reclassifying of positions, revision of work practices, retraining of staff, and streamlining of functions.
5. Develop an implementation plan for the review recommendation.
List of Suggested Actions

**Suggested Action 1:** That the MoE maintain the policy that learners will “normally progress … without repetition” and ensure that it is being applied in an equivalent fashion in all schools.

**Suggested Action 2:** That the MoE review the current system of teacher professional development to ensure that existing professional development needs of current teachers can be met in a timely manner by the current and proposed offerings of NIED and CPDU.

**Suggested Action 3:** That the MoE institute a system of learner evaluation of courses at secondary school level (both the content of the courses and the quality of delivery of the material) to give learners a voice in improving the quality of teaching and learning and to provide teachers with a further source of feedback on their performance.

**Suggested Action 4:** That the MoE undertake a review of the provision of education to learners who are missing out on education due to remoteness and mobile lifestyles. Such a review should include:
1. A more detailed assessment than can be obtained from EMIS data of the numbers of learners missing out on education due to remoteness and mobile lifestyles.
2. A needs assessment and feasibility study of the provision of alternative models of schooling for learners in remote areas or from mobile social groups.
3. A feasibility study to identify and cost appropriate alternative models of education for remote and mobile learners.
4. A discussion with all stakeholder groups on the merits of amending the EMIS data so that individual learners can be tracked.

**Suggested Action 5:** That the MoE commit substantially more resources to L1 literacy materials development and undertake a program to radically increase the material and human resources for developing reading competence (eg undertake a Book Flood).

**Suggested Action 6:** That the MoE commit substantially more resources to minority language teacher training, so that all Namibian children have the opportunity to become literate in their home language.

**Suggested Action 7:** That the MoE take measures to inform teachers and school community members of the merits and research-based rationale for the language policy, especially the importance of developing literacy initially in learners’ home language.

**Suggested Action 8:** That the MoE consider the lack of toilets and water supply in more than 20% of Namibian schools as an emergency and allocate and/or solicit funds accordingly, with the aim of providing 100% of schools with suitable toilets and a clean water supply within 2 years.

**Suggested Action 9:** That the MoE urgently provide funds to NIED to undertake a comprehensive program to provide teachers with ideas about how to develop mathematics and science teaching aids from free or cheap every day materials.

**Suggested Action 10:** That MoE provide a forum for regional directors, deputy directors, planners, inspectors and effective teachers from the regions to share their innovative and effective ideas and practices for improving the quality of education.

**Suggested Action 11:** That the MoE continues to advocate within GRN for educational, social and economic policies that alleviate poverty, promote adult education, and improve the quality of housing.

**Suggested Action 12:** That the MoE establishes a task force to identify ways to improve teaching and learning, including multi-grade teaching and learning, in rural and remote primary schools.

**Suggested Action 13:** That the MoE reviews its principal selection policy to ensure that years of experience as a principal is de-emphasised and that drive for results, relevant tertiary education, and maturity, among other characteristics, are emphasised.
Suggested Action 14: That the MoE pursue the goal of 100% of teachers qualified at the tertiary level.

Suggested Action 15: That teacher resource centres continue to be supported and their use by teachers facilitated.

Suggested Action 16: That principals and regional inspectors ensure that teachers are setting a reasonable amount of relevant homework and correcting it regularly.

Suggested Action 17: That the MoE and the regional education offices ensure that all teachers have accommodation that is in acceptable condition.

Suggested Action 18: That the MoE fully implement the recommendations of the 2010 Public Expenditure Review.

Suggested Action 19: That the MoE move to ensure that all classrooms are in a good state of repair.

Suggested Action 20: That the MoE move to ensure that all classrooms are equipped with teachers’ desks, teachers’ chairs, bookshelves, useable black or white boards, chalk or whiteboard markers, and cupboards.

Suggested Action 21: That the MoE move to ensure that the Code of Conduct is being followed in all schools, and where breaches occur, that the procedures provided in the Public Service Act to deal with misconduct are enacted, and seen to be enacted.

Suggested Action 22: That the MoE commission a wide-ranging and detailed research study of violence, bullying and discrimination in Namibian schools to inform the development of relevant policies and actions.

Suggested Action 23: That the MoE develop, implement, promote and enforce positive, non-violent behavior management strategies for all schools, staff and learners.

Suggested Action 24: That the MoE develop, implement, promote and enforce an anti-bullying policy and strategy for schools.

Suggested Action 25: That the MoE develop, implement, promote and enforce an anti-discrimination policy and strategy for schools.

Suggested Action 26: That the MoE undertake a regular (every 7-10 years) externally conducted, systematic organizational review which would:
1. Analyse the overall structure of the ministry, the function of and relationship between each directorate and division, the policy and decision making processes, systems and review mechanisms, and officials’ duties and responsibilities;
2. Analyse and assess the functionality of the links between the national, regional, circuit, cluster and school levels;
3. Identify gaps, areas of overlap, inefficiencies, dysfunctionalities, and bottlenecks; and
4. Make recommendations for restructuring of directorates and divisions, reclassifying of positions, revision of work practices, retraining of staff, and streamlining of functions.
References


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Kisting, D. 2011a. ‘Close to 1500 pregnant girls drop in 2010’. The Namibian, 18 January, p. 3


Kisting, D. 2011c. ‘Grade 10s given second chance’. The Namibian, 10 January.


‘Nantu calls for Grade 10 supplementary exam.’ *The Namibian*, 13 January 2011

Newbould, L. [2010] Interim research report on “Barriers to educational attainment amongst the San and recommendations for the way forward”, unpublished manuscript;


SACMEQ (Southern African Consortium for Measuring Educational Quality) (no date) Namibia SACMEQ III Table Report. Unpublished manuscript.


Appendices

Appendix 1. List of Interviewees (In person, by phone and/or email)

Mrs Potile, Principal, Mphe Thuto Primary School
Mr Kavari Eliakeni, Regional School Counsellor, Omaheke
Ms Nathalia Goagoses, Regional Education Director, Omaheke
Mrs Van Der Waal, Principal, Gobabis Primary School
Classroom teacher, Gobabis Primary School
Mr Joseph Kimber, Vergenoeg Primary School
Mr Karisep, Chair, Vergenoeg Primary School Board
Mrs Meyer, Acting Principal, Vergenoeg Primary School
Three teachers, Donkerbos Primary School
Acting Head of Department, Grades 4-7, Traugott Kandarozu PS
Head of Grades 1-3, Traugott Kandarozu PS
Hostel Supervisor, Traugott Kandarozu Primary School
Mr Mao Tjiroze, Millennium Challenge Corporation
Dr Hertha Pomuti, Director, National Institute for Educational Development (NIED)
Ms Leona Compoin, Senior Education Officer for European Languages, NIED
Ms Gonnie Kruger, Senior Education Officer for Broad Curriculum and Curriculum Management, NIED
Mr Gernot Piepmeyer, Senior Education Officer for Natural Sciences and Maths, NIED
Ms Willemien Wannberg, Senior Education Officer for Crafts, Design and Technology
Mr Patrick Simalumba, Senior Education Officer for Social Sciences, NIED
Dr John Nyanme, Chief Education Officer, Professional Development and Research NIED
Mr Fritz David, Education Officer, Early Childhood Development and Pre-Primary Education, NIED
Mr Gerhard Ennsle, Chief Inspector, PQA Directorate, MoE
Mr Gerson Shipuata, Inspector of Education, Oshikoto Region
Mr Imene, Principal, Nehale Secondary School
Mrs Mpopo, Principal, Oniihwa Primary School
Mr Andrew Strüwig, Deputy Director, Oshikoto Region
Mr Isak Hamatwi Deputy Director, Ohangwena Region
Mrs Vatelin, Principal, Oshidute Combined School
Ms Meke, Teacher, Onduulinawa Primary School
Mr Enkono, Senior Planner, Oshana Region
Mrs Dutte Shinyemba, Director of Education, Oshana Region
Mr Simaka Mwiya, Principal, Erundu Combined School
Ms Meriam Nqhilawa-Amoomo, Senior Advisory Teacher, Oshikoto
Ms Mélanie Seto, Education Programme Specialist, UNESCO
Mr Peter Erwee, University of Namibia and Namibia Mathematics Institute
Ms Sandra van Zyl, Assistant Programme Manager, ETSIP, MoE
Ms Edda Bohn, Director, Programme Quality Assurance Directorate, MoE
Ms Hileni Amukana, Inspector of Education, Audits and Quality Assurance Division, PQA Directorate, MoE
Mr Laurentius Davids, Senior Education Officer, African Languages, NIED
Mr Brighten Simasiku, Working Group of Indigenous Minorities in Southern Africa (WIMSA), Windhoek.
Mr Kingston Makone, Education Officer, WIMSA, Windhoek
Mr Gerry Tjipueja, Education Officer, Research Unit, NIED
Ms Gisela Siririka, Education Officer, Broad Curriculum, NIED
Mr Justin Ellis, Education Consultant, Windhoek
Prof James Hough, MoE, Public Expenditure Tracking Survey consultant
Dr Serif Sayin, Public Expenditure Review consultant
Ms Estella de Bruyn, Democratic Media Holdings
Ms Nathalie Houlou, Education Officer, European Union
Appendix 2. List of schools visited

Mphe Thuto Primary School, Omaheke
Gobabis Primary School, Omaheke
Vergenoeg Primary School, Omaheke
Donkerbos Primary School, Omaheke
Traugott Kandarozu Primary School, Omaheke
Nehale Secondary School, Oshikoto
Oniihwa Primary School, Oshikoto
Oshidute Combined School, Ohangwena
Onduulinawa Primary School, Ohangwena
Erundu Combined School, Oshana

Appendix 3. Meetings and presentations

MoE and Development Partners Meeting, 5 October 2010
WIMSA/ Bernard Van Leer Foundation presentation on Early Childhood Education, 14 Oct 2010
Social Accountability Proposal Presentation, MoE, 27 Oct 2010
Meeting with European Commission representative, 18 January 2011
Meeting with UNESCO Education and HIV team 27 January 2011
Meeting with WIMSA officials 28 January 2011
ETSIP review planning meeting, 14 February 2011
Meeting with PER team, 15 February 2011
Presentation to MoE and Development Partners Meeting, 11 February 2011
Presentation to United Nations Country Office, Namibia, 15 February 2011
Presentation to Ohangwena and Oshikoto Regional Education Officers, Ondangwa, 16 February 2011
Presentation to PQA, DNEA and NIED officers, MoE, Windhoek, 18 February 2011

Appendix 4 Home Language Data

Lower Primary

Oshikwanyama
- The proportion of Oshikwanyama language learners who are studying in classes in Grade 1-3 in which Oshikwanyama is the medium of instruction is relatively high –74% in 2007; 75% in 2008; and 74% in 2009.
- This suggests that the majority of Oshikwanyama learners are being catered for in terms of home language medium of instruction in lower primary school.

San Languages
- The proportion of San language learners who are studying in classes in Grade 1-3 in which San is the medium of instruction is extremely low but appears to be increasing – from 5% in 2007 to 12% in 2008 and 14% in 2009.
- However, the 2009 data lacks credibility, particularly the EMIS claims about the number of learners from San language backgrounds enrolled in lower primary. According to the EMIS, there were 4435 such learners in 2007, 4655 in 2008 but only 1413 in 2009. A decrease from 4655 to 1413 is not believable.
- Nevertheless, the vast majority of San learners are not being catered for in terms of home language medium of instruction in lower primary school.

Setswana
- The proportion of Setswana language learners who are studying in classes in Grade 1-3 in which Setswana is the medium of instruction was 69% in 2007, 68% in 2008 and an unlikely 12% in 2009.
- The unlikely 2009 figures arises because the EMIS claims there were 4473 learners with Setswana as the home language in lower primary in 2009, compared to less than 700 in each of 2007 and 2008.
- Even within the constraints of the data identified above, it can be concluded that the majority of Setswana speaking learners are probably being catered for in grades 1-3.
Rugciriku
- The proportion of Rugciriku language learners who are studying in classes in Grade 1-3 in which Rugciriku is the medium of instruction was 13% in 2007, 11% in 2008 and falling to 8% in 2009.
- There do not appear to be any anomalies in this data, and it can be concluded that most Rugciriku speaking learners are not being catered for in grades 1-3.

Thimbukushu
- The proportion of Thimbukushu language learners who are studying in classes in Grade 1-3 in which Thimbukushu is the medium of instruction was 85% in 2007, 86% in 2008 and an unlikely 218% in 2009.
- A figure about 100% indicates that learners of other languages are being placed in Thimbukushu medium of instruction classes in grades 1-3.
- The dramatic shift from 86% and 218% between 2008 and 2009 suggests that the 2009 data lacks credibility.
- Even within the constraints of the data identified above, it can be concluded that most Thimbukushu speaking learners are being catered for in grades 1-3.

Silozi
- The proportion of Silozi language learners who are studying in classes in Grade 1-3 in which Silozi is the medium of instruction appears to be 323% in 2007, 345% in 2008 and 374% in 2009.
- These figures indicate that in Silozi language areas (ie Caprivi), vast numbers of non-Silozi learners are being placed in Silozi medium of instruction classes in grade 1-3, and therefore are not being catered for in terms of learning in their home language.

Upper Primary
In Upper Primary school, learners are meant to have the opportunity to study in English and learn their home language as a school subject. The extent to which this policy is being implemented can be analysed by comparing the number of learners from particular home languages enrolled in upper primary school with the number of learners studying that particular home language as an L1 subject in grades 5-7. In many cases the proportions are similar from 2007-2009, plus or minus about 10%:

Oshikwanyama
- The proportion of learners enrolled in Oshikwanyama L1 classes in Gr 5-7 was 52% of the number of Oshikwanyama learners enrolled in Gr 5-7 in 2007, 82% in 2008 and 69% in 2009.
- This data suggests that the majority of Oshikwanyama speakers in Gr 5-7 are being catered for in terms of learning the home language as a subject.

Afrikaans
- The proportion of learners enrolled in Afrikaans L1 classes in Gr 5-7 was 91% of the number of Afrikaans learners enrolled in Gr 5-7 in 2007, 98% in 2008 and 89% in 2009.
- These data suggest that the majority of Afrikaans speakers in Gr 5-7 are being catered for in terms of learning the home language as a subject.

Otjiherero
- The proportion of learners enrolled in Otjiherero L1 classes in Gr 5-7 was 67% of the number of Otjiherero learners enrolled in Gr 5-7 in 2007, 74% in 2008 and 64% in 2009.
- This data suggest that the majority of Otjiherero speakers in Gr 5-7 are being catered for in terms of learning the home language as a subject.

Thimbukushu
- The proportion of learners enrolled in Thimbukushu L1 classes in Gr 5-7 was 88% of the number of Thimbukushu learners enrolled in Gr 5-7 in 2007, 91% in 2008 and 90% in 2009.
- This data suggests that the majority of Thimbukushu speakers in Gr 5-7 are being catered for in terms of learning the home language as a subject.
Khoekhoegowab
- The proportion of learners enrolled in Khoekhoegowab L1 classes in Gr 5-7 was 52% of the number of Khoekhoegowab learners enrolled in Gr 5-7 in 2007, 54% in 2008 and 42% in 2009.
- This data suggests that about half of Khoekhoegowab speakers in Gr 5-7 are being catered for in terms of learning the home language as a subject.

Setswana
- The proportion of learners enrolled in Setswana L1 classes in Gr 5-7 was 102% of the number of Setswana learners enrolled in Gr 5-7 in 2007, 94% in 2008 and 30% in 2009. This latter figure is probably unreliable as mentioned above.
- This data suggests that most Setswana speakers in Gr 5-7 probably are being catered for in terms of learning the home language as a subject.

Rukwangali
- The proportion of learners enrolled in Rukwangali L1 classes in Gr 5-7 was 143% of the number of Rukwangali learners enrolled in Gr 5-7 in 2007, 128% in 2008 and 118% in 2009.
- This data suggests that most Rukwangali speakers in Gr 5-7 are being catered for in terms of learning the home language as a subject.
- The data also suggests that there are some non-Rukwangali speakers being enrolled in Rukwangali L1 classes.

Oshindongo
- The proportion of learners enrolled in Oshindongo L1 classes in Gr 5-7 was 226% of the number of Oshindongo learners enrolled in Gr 5-7 in 2007, 217% in 2008 and 223% in 2009.
- This data suggests that most Oshindongo speakers in Gr 5-7 are being catered for in terms of learning the home language as a subject.
- The data also suggests that there are substantial numbers of non-Oshindongo speakers being enrolled in Oshindongo L1 classes.

Silozi
- The proportion of learners enrolled in Silozi L1 classes in Gr 5-7 was 362% of the number of Silozi learners enrolled in Gr 5-7 in 2007, 383% in 2008 and 355% in 2009.
- This data suggests that most Silozi speakers in Gr 5-7 are being catered for in terms of learning the home language as a subject.
- The data also suggests that there are very substantial numbers of non-Silozi speakers being enrolled in Silozi L1 classes.

English
- The proportion of learners enrolled in English L1 classes in Gr 5-7 was 755% of the number of English learners enrolled in Gr 5-7 in 2007, 616% in 2008 and 659% in 2009.
- This data suggests that most English L1 speakers in Gr 5-7 are being catered for in terms of learning the home language as a subject.
- The data also suggests that there are very substantial numbers of non-English speakers being enrolled in English L1 classes.

San
- The EMIS does not report that any learners are study San languages as an L1 in upper secondary school. In 2007, 2008 nor 2009.
- This suggests that San learners are not being catered for at all in terms of studying their L1 as a subject at Upper Secondary school and that the language policy is not being implemented for them.
## Appendix 5. Correlation Analysis

### Table 4. Correlations between regional average SACMEQ III results and socioeconomic status, isolation, principals’ characteristics, teacher characteristics and practices, and school infrastructure

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Correlation with Reading (2sf)</th>
<th>Correlation with Maths (2sf)</th>
<th>Interpretation</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Socioeconomic indicators</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Average annual per capita income</td>
<td>Strong (r=0.88)</td>
<td>Strong (r=0.88)</td>
<td>Regions with higher average annual per capita income have better results</td>
</tr>
<tr>
<td>Poverty Index</td>
<td>Strong(r=-0.95)</td>
<td>Strong (r=-0.95)</td>
<td>Regions with less poverty have better results</td>
</tr>
<tr>
<td>Parent education level</td>
<td>Strong(r=0.77)</td>
<td>Strong(r=0.81)</td>
<td>Regions where parents have higher average education levels have better results</td>
</tr>
<tr>
<td>Learner housing index</td>
<td>Strong(r=0.85)</td>
<td>Strong(r=0.86)</td>
<td>Regions where the housing is, on average, of better quality, have better results</td>
</tr>
<tr>
<td>Proportion of learners paying for extra lessons</td>
<td>Medium (r=0.33)</td>
<td>Medium (r=0.36)</td>
<td>Regions where a higher proportion of students pay for extra lessons, have better results</td>
</tr>
<tr>
<td>Proportion of learners who never receive homework help at home</td>
<td>No relationship (r=0.096)</td>
<td>No relationship (r=0.096)</td>
<td>Regions where relatively large proportions of students never get homework help at home do neither better nor worse than other regions</td>
</tr>
<tr>
<td><strong>Isolation</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>PER distance index</td>
<td>Weak(r=0.22)</td>
<td>Weak (r=0.26)</td>
<td>Only a weak relationship; no reasonable interpretation possible</td>
</tr>
<tr>
<td>Distance from facilities</td>
<td>Weak(r=-0.28)</td>
<td>Medium (r=-0.30)</td>
<td>The more isolated the region is, the worse the results</td>
</tr>
<tr>
<td>Proportion of learners in urban schools</td>
<td>Strong (r=0.91)</td>
<td>Strong (r=0.91)</td>
<td>The more urbanised the region is, the better the results</td>
</tr>
<tr>
<td><strong>Principal characteristics</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Experience levels of Principals</td>
<td>Medium (r=-0.47)</td>
<td>Strong (r=-0.51)</td>
<td>Regions get better results where, on average, the principals have less years of experience as principals</td>
</tr>
<tr>
<td>Proportion of female primary sch principals</td>
<td>Medium (r=0.37)</td>
<td>Medium (r=0.37)</td>
<td>Regions with a greater proportion of female principals had better results</td>
</tr>
<tr>
<td>Age of principal</td>
<td>Medium (r=0.45)</td>
<td>Medium (r=0.42)</td>
<td>Regions with principals who on average were older had better results</td>
</tr>
<tr>
<td>Proportion of principals with some tertiary education</td>
<td>Strong (r=0.51)</td>
<td>Strong (r=0.53)</td>
<td>Regions with more principals with some tertiary education get better results</td>
</tr>
<tr>
<td>Principals’ mean teaching minutes per week</td>
<td>Strong (r=-0.83)</td>
<td>Strong (r=-0.76)</td>
<td>Regions where principals teach less minutes per week get better results</td>
</tr>
<tr>
<td><strong>Teacher Characteristics and Practices</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Proportion of teachers with some tertiary education</td>
<td>Strong (r=0.69)</td>
<td>Strong (r=0.64)</td>
<td>Regions with more teachers with some tertiary education get better results</td>
</tr>
<tr>
<td>Education Factor</td>
<td>Correlation</td>
<td>Interpretation</td>
<td></td>
</tr>
<tr>
<td>------------------------------------------------------</td>
<td>-------------</td>
<td>-------------------------------------------------------------------------------</td>
<td></td>
</tr>
<tr>
<td>Proportion of primary teachers with 3 or more years tertiary training</td>
<td>Strong (r=0.73)</td>
<td>The more teachers in the region with 3 or more years of training, the better the region’s results</td>
<td></td>
</tr>
<tr>
<td>Teachers’ years of training</td>
<td>Weak (r=0.19)</td>
<td>Only a weak relationship; no reasonable interpretation possible</td>
<td></td>
</tr>
<tr>
<td>Number of days of inservice training in the last 3 years</td>
<td>Strong (r=-0.66)</td>
<td>The regions where the teachers had done less in-service training over the previous three years, got better results</td>
<td></td>
</tr>
<tr>
<td>Mean reading/maths teacher age</td>
<td>Medium(r=0.31)</td>
<td>Regions where the maths and reading teachers are older, get better results</td>
<td></td>
</tr>
<tr>
<td>Mean years of experience of reading/ math teachers</td>
<td>Medium (r=0.39)</td>
<td>Regions where the maths teachers and to a lesser extent the reading teachers, were more experienced, get better results</td>
<td></td>
</tr>
<tr>
<td>Teacher score on reading/maths test</td>
<td>Medium (r=0.34)</td>
<td>Regions where the reading teachers did better on the reading test, got better reading results.</td>
<td></td>
</tr>
<tr>
<td>Teaching hours per week</td>
<td>Weak (r=0.13)</td>
<td>Regions where the maths teachers teach for more hours, get better results in maths</td>
<td></td>
</tr>
<tr>
<td>Teachers’ preparation and marking hours per week</td>
<td>Weak (r=-0.15)</td>
<td>Regions where teachers spend more time on marking and preparation have neither better nor worse results than other regions</td>
<td></td>
</tr>
<tr>
<td>Learners are set homework most days</td>
<td>Strong (r=0.70)</td>
<td>Regions where the teachers on average set homework more often, get better results</td>
<td></td>
</tr>
<tr>
<td>Homework is checked most of the time</td>
<td>Medium (r=0.48)</td>
<td>Regions where the teachers check homework most of the time or always, get better results</td>
<td></td>
</tr>
<tr>
<td>Tests are given 1+ times per week</td>
<td>Weak (r=0.21)</td>
<td>Regions where the teachers test more often do not necessarily get better results</td>
<td></td>
</tr>
<tr>
<td>Meet with guardians at least once per term</td>
<td>Weak (r=-0.13)</td>
<td>Regions where the teachers meet more often with guardians do not necessarily get better results</td>
<td></td>
</tr>
<tr>
<td>Teachers having a teaching guide</td>
<td>Strong (r=0.63)</td>
<td>Regions where more teachers had teaching guides had better results</td>
<td></td>
</tr>
<tr>
<td>Teachers have used a resource centre</td>
<td>Medium (r=0.32)</td>
<td>Regions where learners had a reading teacher who used a resource centre had better reading results</td>
<td></td>
</tr>
<tr>
<td>Teachers did not have access to resource centre</td>
<td>Weak (r=-0.12)</td>
<td>Regions where more learners’ teachers had no access to a resource centre did not have worse or better results</td>
<td></td>
</tr>
<tr>
<td>School infrastructure and Resources</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Proportion of permanent classrooms in all schools in the region</td>
<td>Strong(r=0.57)</td>
<td>The higher the proportion of permanent classrooms, the better the results</td>
<td></td>
</tr>
<tr>
<td>Learners per toilet</td>
<td>Strong (r=-0.71)</td>
<td>Regions get better results where, on average, less learners have to share a toilet.</td>
<td></td>
</tr>
<tr>
<td>Buildings needing repair</td>
<td>Strong (r=-0.74)</td>
<td>Regions get better results where, on average, less buildings are in need of repair</td>
<td></td>
</tr>
<tr>
<td>Classroom resource index</td>
<td>Strong (r=0.73)</td>
<td>Strong (r=0.75)</td>
<td>Regions where more learners are in classes with more basic resources get better results</td>
</tr>
<tr>
<td>--------------------------</td>
<td>-----------------</td>
<td>-----------------</td>
<td>-----------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Classroom library books</td>
<td>Weak (r=-0.29)</td>
<td>Medium (r=-0.31)</td>
<td>Regions where classrooms had less library books per learner tended to have better results</td>
</tr>
<tr>
<td>Presence of an English dictionary in the reading classroom</td>
<td>Strong (r=0.67)</td>
<td></td>
<td>Regions where more learners had access to an English dictionary in the classroom had better results</td>
</tr>
<tr>
<td>Presence of geometrical teaching aids in maths classroom</td>
<td>Weak (r=-0.25)</td>
<td></td>
<td>More learners in maths classrooms with geometrical teaching aids did not lead to better maths results</td>
</tr>
<tr>
<td>Teachers housing is in acceptable condition</td>
<td>Strong (r=0.66)</td>
<td>Strong (r=0.66)</td>
<td>Regions get better results where more teachers have housing in acceptable condition</td>
</tr>
<tr>
<td>Other</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Average days absent per month per learner</td>
<td>Strong(r=0.71)</td>
<td>Strong(r=0.70)</td>
<td>Regions where learners attend more often, have better results</td>
</tr>
<tr>
<td>Per cent of learners speaking English outside school</td>
<td>No relationship (r=0.057)</td>
<td>No relationship (r=0.026)</td>
<td>Regions where more learners speak English outside school do neither better nor worse than other regions</td>
</tr>
</tbody>
</table>

Table 5. Correlations between JSC results 2006-9 by region and poverty, and between SACMEQ II results and poverty as measured by the Human Poverty Index

<table>
<thead>
<tr>
<th>Human Poverty Index and ...</th>
<th>Strong(r=-0.59)</th>
<th>Regions with more poverty were much more likely to have lower pass rates</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pass rate (%) JSC 2006 by region</td>
<td>Weak (r=-0.26)</td>
<td>Regions with more poverty had somewhat lower pass rates</td>
</tr>
<tr>
<td>Pass rate (%) JSC 2008 by region</td>
<td>None (r=0.12)</td>
<td>There is no relationship between regional poverty levels and pass rates</td>
</tr>
<tr>
<td>Pass rate (%) JSC 2009 by region</td>
<td>None (r=0.01)</td>
<td>There is no relationship between regional poverty levels and pass rates</td>
</tr>
<tr>
<td>SACMEQ II reading scores</td>
<td>Strong (r=-0.88)</td>
<td>Regions get better results where more teachers have housing in acceptable condition</td>
</tr>
<tr>
<td>SACMEQ II maths scores</td>
<td>Strong (r=-0.86)</td>
<td>Regions with more poverty had worse scores in SACMEQ II maths</td>
</tr>
</tbody>
</table>
## Appendix 6. MoE and Other Development Partners’ Contributions to Quality and Equity in School Education

<table>
<thead>
<tr>
<th>Actor</th>
<th>ECD/ Pre-primary</th>
<th>Primary</th>
<th>Secondary</th>
</tr>
</thead>
<tbody>
<tr>
<td>MoE</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>NIED</td>
<td>Pre-primary class development and expansion (ETSIPp.14) – management, materials, teacher support, training workshops Pre-school teacher training bridging course (with WIMSA) L1 curriculum materials development</td>
<td>Teacher development (ETSIPp.20) Novice teacher mentoring L1 teacher training Multi-grade training/ M&amp;E/ facilitators/support 2009-10 Hardap, Omaheke, Karas, Omusati, Kavango, Caprivi, 2011-12 Caprivi, Kavango, Kunene, Omusati, Ohangwena, Erongo, Otjozondjupa, Karas, Hardap, Oshana, Oshikoto Curriculum revision (ETSIP) CPDU L1 curriculum materials development 2009-10 Grammar: KKG; Orthography: Thimbukushu (Gr 4-7); Rukwangali (Gr6-7); Setswana (Gr 5-7) Readers: Setswana (Gr5) Literature textbook: Oshikwanyama/Oshidonga (Gr 5-7) 2011-12 Readers: Thimbukushi Gr5; Khoekhoegowab, Ju’hoansi Glossary: Khoekhoegowab; Ju’hoansi; Orthography: Thimbukushu; Rumanyno; Khoekhoegowab; Grammar: Rumanyno (Gr 5, 6); Khoekhoegowab (Gr 7)</td>
<td>Teacher Development (ETSIPp.20) Novice teacher mentoring L1 teacher training Curriculum revision (ETSIP) CPDU L1 curriculum materials development 2009-10 Orthography: Otjiherero (SS); Rukwangali (JS, SS), Silozi, Oshikwanyama/ Oshidonga; Thimbukushi (Gr 8-10); Setswana (Gr8-10) Glossary: KKG; Rumanyno; Oshikwanyama/ Oshidonga Literature textbook: Rumanyno (JS); Rukwangali (JS, SS); Oshikwanyama/ Oshidonga (JS, SS) 2011-12 Grammar: Otjiherero (SS); Rukwangali (UP, JS, SS), Thimbuk (JS); Khoekhoegowab (UP); Silozi (Gr 10); Thimbukushi (SS) Literature: Thimbukushi (Gr8-12); Oshikwanyama/ Oshidonga; Rumanyno</td>
</tr>
<tr>
<td>Actor</td>
<td>ECD/ Pre-primary</td>
<td>Primary</td>
<td>Secondary</td>
</tr>
<tr>
<td>-------</td>
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<td>---------</td>
<td>-----------</td>
</tr>
<tr>
<td><strong>Directorate of National Examinations and Assessment (DNEA)</strong></td>
<td>Grade 5 standardised tests (ETSIPp.23)</td>
<td>Grade 8 standardised tests (ETSIPp.23) Gr 10 and 12 exams</td>
<td></td>
</tr>
<tr>
<td><strong>UNAM</strong></td>
<td>Pre-service teacher education CPDU</td>
<td>Pre-service teacher education Sec tchr increase (ETSIP p. 24) CPDU</td>
<td></td>
</tr>
<tr>
<td><strong>HAMU</strong></td>
<td>HIV/AIDS related</td>
<td>HIV/AIDS related</td>
<td>HIV/AIDS related</td>
</tr>
<tr>
<td><strong>UNICEF</strong></td>
<td>HIV/AIDS related Advocacy on SDF/costs/school needs/learner pregnancy/violence/OVCs/SACMEQ Social Accountability &amp; School Governance Child Rights advocacy Quality trend and gap analysis Education in Emergencies</td>
<td>HIV/AIDS related Advocacy on SDF/costs/school needs/learner pregnancy/violence/OVCs/SACMEQ Social Accountability &amp; School Governance Child Rights advocacy Quality trend and gap analysis Education in Emergencies</td>
<td></td>
</tr>
<tr>
<td>Actor</td>
<td>ECD/ Pre-primary</td>
<td>Primary</td>
<td>Secondary</td>
</tr>
<tr>
<td>------------------------------------------</td>
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<td>----------------------------------</td>
<td>---------------------------------------------------------------------------</td>
</tr>
<tr>
<td><strong>European Commission</strong></td>
<td>Budgetary Support to ETSIP</td>
<td>Budgetary Support to ETSIP – pre-primary, primary</td>
<td>Equitable (pro-poor) distribution of resources (ETSIP)/ PER</td>
</tr>
<tr>
<td><strong>UNESCO</strong></td>
<td>Ohangwena - San/vulnerable communities pre-primary centres Girls in science review</td>
<td>HIV/AIDS related Girls in science review</td>
<td>HIV/AIDS related Youth skills training Girls in science review</td>
</tr>
<tr>
<td><strong>MCC</strong></td>
<td>Advisor to Min of Ed</td>
<td>Textbooks (ETSIP) Readers and book corners Continuous Professional Development Unit (CPDU) Advisor to Min of Ed Classroom construction Support to HAMU</td>
<td>Textbooks (ETSIP) CPDU Advisor to Min of Ed Classroom construction Support to HAMU</td>
</tr>
<tr>
<td><strong>Spanish Cooperation</strong></td>
<td>Budgetary Support to MoE</td>
<td>Budgetary Support to MoE</td>
<td>Budgetary Support to MoE</td>
</tr>
<tr>
<td><strong>WIMSA</strong></td>
<td>Reading materials in 3 San languages (including Khedam, !Kung) Training language committees in San communities Pre-school teacher training bridging course (with NIED)</td>
<td>Reading materials in 3 San languages (Gr 1-3) Training language committees in San communities</td>
<td></td>
</tr>
<tr>
<td><strong>Desert Research Foundation</strong></td>
<td>Pre-primary centres in Omaheke (Skoonheid, Drimiopsis, Donkerbos-Sonneblom) and Khomas (Arovley)</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Namibian Mathematics Institute</strong></td>
<td>Mathematics teachers’ PD Developing Numeracy strategy for gr1-4 for MoE</td>
<td></td>
<td>Mathematics teachers workshops in Karas (2010); Rundu, Kavango (2009 or earlier)</td>
</tr>
<tr>
<td><strong>Namibian Institute for Democracy</strong></td>
<td></td>
<td></td>
<td>Civic education</td>
</tr>
</tbody>
</table>
### Table 6. Various approaches to access and equity policy review and revision, Namibia

<table>
<thead>
<tr>
<th>Policy</th>
<th>Review Frequency</th>
<th>Review coordinator</th>
<th>Review Mechanism</th>
</tr>
</thead>
<tbody>
<tr>
<td>Education for All National Plan of Action 2002-2015</td>
<td>First review of the plan after 3 years; thereafter every 5 years</td>
<td>EFA coordinating committee</td>
<td>Visits to and discussions with staff in implementing units</td>
</tr>
<tr>
<td>National Policy on HIV/AIDS for the Education Sector</td>
<td>“regularly”</td>
<td>None stated</td>
<td>None stated</td>
</tr>
<tr>
<td>Education Sector Policy for Orphans and Vulnerable Children</td>
<td>“periodically”</td>
<td>None stated</td>
<td>None stated</td>
</tr>
<tr>
<td>National Curriculum for Basic Education (2010)</td>
<td>None stated</td>
<td>None stated</td>
<td>None stated</td>
</tr>
</tbody>
</table>
Notes

3 ibid.
4 The Human Poverty Index is a composite derived from the probability of not surviving to the age of 40 years, the illiteracy rate for adults over 15 years, and the percentage of the population living in households below the national poverty line. UNDP 2007, op. cit., p. 9.
7 Constitution of the Republic of Namibia (1990), Article 20(1), p. 14 “All persons shall have the right to education”.
8 Constitution of the Republic of Namibia (1990), Article 20(2,3).
10 Namibia. 2004. ibid.
20 For a treatise that explores the difficulties of the concepts of “quality” and “the good”, see R. Prisig, (1974), Zen and the Art of Motorcycle Maintenance. New York: Bantam Books.
21 For an otherwise useful set of cases describing approaches to quality education that fails to provide an overview of what such an education looks like, see UNICEF. 2009a. Promoting Quality Education for Orphans and Vulnerable Children: A Sourcebook of Programme Experiences in Eastern and Southern Africa. UNICEF, New York.
25 NER is the number of learners of appropriate age enrolled in a range of grades, divided by the population in the same age group. GER is the total enrolment in a range of grades, divided by the number of people in the population of the age that should be enrolled in those grades.
26 Survival rate is the percentage of a cohort that enters primary school that stays enrolled up until a certain grade level.
27 Namibia. 2010a, p. 34.
28 ibid, p. 35

Net attendance rate for primary school is the percentage of the primary school age (7-13 years) population that is attending school. Ibid, p. 13.

The gender parity index for primary school is the ratio of primary school NAR for females to the NAR for males. Ibid p. 13.

For further examples of lack of implementation of the language policy in the case of San learners and a plea for the development of learning resources, see Ellis, J., Yates, D. and Voigts, F. 2010. WIMSA’s Bernard van Leer Supported Early Childhood Development (EDC) Programme Final Assessment. WIMSA, Windhoek, p. 8.

The situation appears to have improved slightly in the last ten years, but the MoE is still a long way from providing instruction in all students’ mother tongues. See J. Suzman, 2001. An Assessment of the Status of the San in Namibia. Legal Assistance Centre, Windhoek.

The paucity of reading material was observed in field visits and also expressed as a crucial need in interviews with: Mrs van der Walt, Gogabis Primary School; Mrs Gonnie Kruger, CEO for broad curriculum, NIED; Mrs Leona Compton, CEO for European Languages, NIED; Mr Brighten Sisimaki, WIMSA;


Telephone interview with Mr Mao Tjiroze, Millenium Challenge Corporation, 31 January 2011


See note 34

Meeting with NIED staff including Mr Gernot Piepmeyer, Senior Education Officer for Natural Sciences and Maths, and Ms Gonnie Kruger, Senior Education Officer for Broad Curriculum and Curriculum Management, 13 October 2010; meeting with Mr Peter Erwee, Namibia Mathematics Institute, 28 October 2010

Interview with Mr Mao Tjiroze, Millennium Challenge Corporation, 14 October 2010

Interview with Mrs Dutte Shinymba, Director of Education, Oshana Region and Mr Enkono, Senior Planner, Oshana Region, 21 October 2010

Ibid

Interview with Mr Izak, Deputy Director, Ohangwena Region, 20 October 2010

Interview with Mr Andrew Strüwig, Deputy Director, Oshikoto Region, 19 October 2010

Ibid

Interview with Mrs Dutte Shinymba, Director of Education, Oshana Region and Mr Enkono, Senior Planner, Oshana Region, 21 October 2010

Email from Mr G. Piepmeyer, CEO Natural Science and Mathematics Education, NIED, 7 Feb 2011.

The SACMEQ classroom index counts which of eight kinds of equipment are in classrooms including: a usable writing board; chalk; a wall chart of any kind; a cupboard; one or more bookshelves; a classroom library or book corner; a teacher table; a teacher chair.

Interview with Mr Gerry Tjipueja, NIED, 31/1/11

See, for example:
