

ICELANDIC INTERNATIONAL DEVELOPMENT
AGENCY



“At home we are alone and sad”
An evaluation of social projects in Namibia
supported by ICEIDA 1999-2004



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EXECUTIVE SUMMARY

The Icelandic International Development Agency (ICEIDA) became involved in social projects in Namibia in the 1990s. This involvement was formalised in the late 1990s with the appointment of a technical coordinator for social projects, whose appointment was upgraded later to that of project manager. The technical assistance was provided from 1999-2003. The support to the projects is scheduled to end in December 2004.

This evaluation considers the social projects that ICEIDA has supported in Namibia during the period 1999-2004. These have had two main emphases:

- Assisting local municipalities and regional authorities in constructing and running community centres. In all ICEIDA has been involved in building or upgrading facilities in four communities. Management committees and coordinators have been appointed in three of the four centres.
- Providing financial assistance and technical support to local communities in establishing and running non-formal educational projects aimed at uplifting the community. The main educational activities have been adult literacy classes and the running of kindergartens.

The terms of reference required that special attention be paid to the projects' strategy of participatory development whereby the beneficiaries are central to the planning, implementation and evaluation of the development projects.

The evaluation has also been guided by the following questions posed by the director of ICEIDA in a preparation interview in March 2004:

- Can ICEIDA withdraw from the current projects as planned and at the same time be satisfied with the outcomes? If not, what remains to be done?
- What aspects of planning and implementation of social projects should be kept in mind when ICEIDA plans new projects in Namibia?

Through the projects ICEIDA has assisted with the building or renovation of four community-based training centres:

Benguela Community Centre in the Benguela community in Lüderitz,
ICEIDA/Walvis Bay Training Centre in Kuisebmond,
Mahetago Community Centre in the Mondesa suburb of Swakopmund, and
Hakhaseb Multi-purpose Community Centre in Usakos.

Kindergartens have been run in all four centres, three of them fee-paying and one where children of mothers attending literacy classes may enrol their children free of charge.

The evaluation was conducted by reading a wide variety of project documents, by on-site visits and interviews with key informants, by feedback meetings at local and national level and through a reading of policy documents and relevant articles on some issues confronting social projects in Namibia, such as decentralisation, poverty, literacy,

education and gender. Two sets of criteria were used to assess the projects: one set was developed by analysis of what might be expected of social projects of a participatory nature in Namibia and the other was drawn from the practices of the Royal Ministry of Foreign Affairs in Norway, in which the evaluation uses operational criteria of efficiency and effectiveness, and developmental criteria of impact, sustainability and relevance.

It was concluded that the following social criteria had been met to a greater or lesser extent in the ICEIDA-supported social projects:

- The contribution of ICEIDA activities to the decentralisation of functions related to community development has offered the opportunity for local authorities to participate in their own decision-making.
- ICEIDA has used methods of cooperation that encourage the values of local ownership and participation and lead to sustainability and empowerment.
- Activities of the ICEIDA-supported projects have been carried out in the spirit of the *Education for all* policy adopted by the Namibian government, and have worked towards access, equity, quality and democracy.
- ICEIDA projects have contributed to increased literacy among women and the acquisition of functional knowledge in the broadest sense.
- Children in disadvantaged communities have been provided with early childhood educational opportunities in a secure environment.
- Women in disadvantaged communities have been empowered by their participation in project activities.

The projects in general had met the operational criteria of efficiency and effectiveness with clear procedures for the organisation and financing of inputs which had led to the expected outputs of an upgrading or provision of facilities, the provision of educational activities, run by competent personnel and management procedures in the form of functional management committees supported by on-site coordinators. With regard to the development criteria it was clear that the projects were having an impact at individual and institutional level, though long-term societal impact was not possible to assess. Some difficulties in sustainability exist and should be addressed in the short-term. The relevance of the projects to communities in Namibia was deemed to be high in accordance with the social criteria listed above.

In answer to the Director's questions it is recommended that:

1. A short-term project should be set up for the period July 2004 to June 2005 with the aim of strengthening the sustainability of activities at the centres and the management procedures and at the same time allowing ICEIDA to strengthen its expertise in the management of social projects in Namibia and the participatory approach. This short-term project should be run at the same time that the projects and ICEIDA execute a phased withdrawal with reductions in funding in January 2005, July 2005 and January 2006. Participants in existing projects can prepare and submit new project proposals that would then compete with other ideas being presented to ICEIDA.
2. ICEIDA should take time to consider carefully its approach to participatory methods in social projects. There are some contradictions in present practice that need to be addressed before new projects are embarked on. The short term project mentioned above should also provide ICEIDA with a learning opportunity through which it might clarify its understanding of participatory development.

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1. INTRODUCTION

Background to the projects and the evaluation

In the late 1990s the Icelandic International Development Agency (ICEIDA) formalised its assistance to social projects in Namibia by appointing a technical coordinator to its Walvis Bay office for four years. The advisor's main task was to take over the coordination of ICEIDA's non-formal educational projects in Walvis Bay and Lüderitz, as well as to start a dialogue with local governmental organisations and NGOs aimed at involving them in the projects' operations. Her post was later upgraded to that of project manager as new projects were added to her portfolio, projects in Swakopmund and Usakos, and she worked in Namibia from a base at the Walvis Bay office from 1999-2003. Key activities in the projects are literacy training and the running of kindergartens.

Many Icelanders who have lived in Namibia have been involved in some aspects of these projects ever since the early 1990s, most often on a voluntary basis. Their influence lives on and is affectionately remembered, not least when small children in Kuisebmond sing *Fyrst á réttunni, Svo á rönginni, Tjú tjú, Tra-la-la* at the end of their preschool day¹ or the children in Benguela start their day by singing *Hún á afmæli í dag* to one of their group. What started as charitable and voluntary work has evolved into complex project activity.

Evaluations create expectations – what do people think and what is going to happen next?. In Iceland the board of ICEIDA decided recently that it would extend its general agreement with Namibia beyond 2004 and that influenced the way in which the evaluation had at first been envisaged when full withdrawal from Namibia was being considered. It has also been decided that Iceland will establish a diplomatic presence in Namibia and will continue to work in the social area. This has created hopes among ICEIDA's cooperative partners, a great variety of which have been encountered during interviews.

This evaluation considers the social projects that ICEIDA has supported in Namibia during the period 1999-2004. These have had two main emphases:

- Providing financial assistance and technical support to local communities in establishing and running non-formal educational projects aimed at uplifting the community.

¹ Actually this has changed over the years so that the children sang *Fyrst á rönginni, Svo á rönginni, Tjú tjú, Tra-la-la*

- Assisting local municipalities and regional authorities in constructing and running community centres.

In particular the terms of reference indicate that special attention be paid to the projects' strategy of participatory development whereby people – the beneficiaries – are central to the planning, implementation and evaluation of the development projects.

The evaluation is also guided by the following questions posed by the director of ICEIDA in an interview in March 2004:

- Can ICEIDA withdraw from the current projects as planned and at the same time be satisfied with the outcomes? If not, what remains to be done?
- What aspects of planning and implementation of social projects should be kept in mind when ICEIDA plans new projects in Namibia?

Methodology

This evaluation has been carried out by one evaluator, appointed by ICEIDA and approved by the National Planning Commission. A counterpart Ms Susan-Marie Pieterse was appointed by the National Planning Commission to provide assistance when necessary during the mission. The terms of reference were received in January and are included here as Appendix 1. The itinerary for the evaluation is to be found in Appendix 2.

Preparations for the evaluation began in Iceland when materials were received from Namibia and interviews taken in Iceland with the Director of ICEIDA and the former Project Manager. The full list of persons consulted during the evaluation is included in Appendix 3.

A preliminary meeting was held with the National Planning Commission early on in the evaluator's visit to Namibia, on 14th April. All the projects sponsored by ICEIDA were visited and discussions held with staff and management committees. Interviews were also taken with twelve learners, from two of the four centres. Preliminary findings were discussed with the chairmen of the management committees at a breakfast meeting in Walvis Bay on 27th April and with representatives of the National Planning Commission on 28th April. A draft of the report was submitted to the director of ICEIDA, to the Country Director and to the cooperative partners on 10th May. Comments have been incorporated in the final report.

The ICEIDA office in Namibia provided most of the documents used in the evaluation. Some were also provided by the counterpart at the National Planning Commission. A successful Internet search was also carried out for reports or research on development work in Namibia and literacy, poverty and gender issues. Unfortunately some of the files and summaries prepared from these were lost when the evaluator's personal computer was stolen while in Namibia. These included statistics from as recently as 2003 and as this

report is being written within a strict timetable, there is not much opportunity to redo this work, so some statistics quoted here will necessarily be older.

There are many ways to approach an evaluation. When it was clear that ICEIDA would continue its work in Namibia an approach which is called “responsive evaluation” was adopted (Worthen, Sanders and Fitzpatrick 1996). This means that some of the issues dealt with are only expected to emerge as the evaluation proceeds, requiring additional information or access to other informants (Gall, Borg and Gall 1996). The evaluator has tried also to work within the spirit of the participatory methods adopted by the projects (Capeling-Alakija *et al.*, 1997).

In this evaluation project I find I have drawn on my experience and background in several areas, including the following:

- Evaluation of a science curriculum development project in schools in the Eastern Cape/Ciskei from 1978-1983 and of implementation in other regions 1985-1989.
- Experience as a training officer for ICEIDA in Malawi from 1992/3 to 1996 where I worked in the SADC Coordination Unit for Inland Fisheries.
- Experience as the director of a school support and development unit in a rural district in Iceland from 1996 to 1998 where I worked closely with a steering committee.
- Completion in 1997 of a Diploma in Management with Henley College in Britain.
- Experience as the director of research at the Iceland University of Education since 1999 where I work closely with a management committee and have conducted several evaluations for the Ministry of Education and for local authorities.
- Evaluation of the ICEIDA activities at the Marine Training College in Malawi in 2001.

Structure of the report

The report begins with a short discussion on key social *issues* with special reference to the Namibian case. These concern education, literacy and child development on the one hand and decentralisation, poverty, gender and participatory approaches to project management on the other. This is done in order to clarify key terms and to provide criteria for the evaluation with regard to the overall development objectives of the ICEIDA-supported projects.

This discussion of issues is followed by a short description of the *projects*. In particular we look at the centres, the literacy programmes offered, the kindergarten components and the management and organisational structures. More details are presented in Appendices 4-7 in such a way that it should be possible to make practical comparisons between the projects, not least in order to provide an opportunity for learning from the similarities and differences in project approach, their immediate context and their effects.

The two issues of *efficiency* and *effectiveness* of the project are then addressed, following guidelines laid out in the terms of reference, but also drawing on other aspects. This section should be of interest to ICEIDA and in the planning of future projects, but should

also be useful for Namibian partners in outlining the types of inputs and activities that have gone into the running of the projects. A summary of operational lessons learned will conclude this section.

The next section will involve a consideration of the issues of *sustainability* and *impact*. A summary of developmental lessons learned will conclude this section.

The issue of *relevance* is often discussed separately in an evaluation report but the discussion on social issues is considered as showing the relevance of the projects to the Namibian context and policy-making at different levels.

The report finishes with *conclusions* and *recommendations*, as well as a short section on ideas that some of my informants had about *future projects*.

Acknowledgements

My thanks go to the coordinators of the centres who welcomed me, chose and contacted informants for me and supplied me with other information, and to all the informants for being so willing to share something of their views and experiences with me. My thanks also go to the ICEIDA office in Walvis Bay where the Country Director and his assistant did much to make my visit both enjoyable and useful. The assistance provided by the National Planning Commission is also gratefully acknowledged.

Useful discussions were held with Dr Tumi Tómasson who evaluated the ICEIDA support given to NAMFI in Walvis Bay at about the same time as this evaluation. Finally I thank Marín Rós Tumadóttir who assisted me during the preparation of the evaluation in Iceland and contributed to the section on poverty.

2. SOCIAL AND EDUCATIONAL ISSUES

The overall objective of ICEIDA's cooperation with Namibia on social projects has been to uplift and empower disadvantaged communities through training, educational and recreational programmes and through increasing literacy and English literacy rates among women in Namibia. How does this objective mesh with development issues in Namibia? What governance policies are in place? The projects were to involve a participatory approach – what does this involve? What policies exist in education? What have been the emphases in early childhood education? How are notions of gender addressed by Namibia and by ICEIDA? Answers to these questions will provide us with criteria by which we can judge the success or otherwise of the ICEIDA projects.

Decentralisation

The decentralisation of functions formerly held by a national government has been a theme in several Western countries in recent years, for example, in New Zealand and Iceland. In Iceland the management of basic education was transferred from national to local government in the mid-1990s on the premise that this would, amongst other things, improve the quality of the education being offered. The decentralisation of school management has however been no easy task, with small communities having to take on a variety of professional functions, such as financial and advisory services. The landscape of teachers' centres has changed from year to year as communities merge or exchange or share services. Most communities have now published policy and strategy documents for teachers, learners and parents.

In Namibia a policy of decentralisation had its origins in the vision of the now ruling party (Ministry of Regional, Local Government and Housing, 1998). It is intended "to enhance and guarantee democratic participation of people at lower/grass-root levels in order to achieve sustainable democratic development". One of the objectives is "to improve capacity of regional and local government councils to plan, implement, manage and monitor delivery of services for their constituents" and it is added that "the local people shall be able to hold both their appointed and elected leaders accountable". The policy has been implemented in stages.

Two of the ICEIDA projects are being implemented in so-called Part 1 municipalities, Walvis Bay and Swakopmund, which have more financial independence than smaller towns. A third has been implemented in the town of Usakos and the fourth in cooperation with the Regional Council of Karas in the town of Lüderitz. The Ministry of Regional, Local Government and Housing (1998) welcomed the assistance of donor support or assistance to enhance and facilitate the decentralisation process. Community development, early childhood development and youth, sport and recreational activities were among the functions that were decentralised immediately to the regions and Part 1 and 2 municipalities.

Participatory approaches to development

In the ICEIDA social projects in Namibia a *participatory model* was developed and adopted. This involved three stages:

1. Composition/construction
 - Construct social centres or schools (multi-purpose centres) in poor areas
 - Establish an executive body with the participation of local residents
 - Construct and develop inner organisation
2. Knowledge and specialist contribution
 - Technical advice in employment and training of new staff
3. Time of trial
 - Financial contribution to running for a few years until experience, knowledge and time lead to new forms of management

Not everyone interprets participation in same way, as Cornwall (2000) points out. Jennings (2000) notes that in its broadest sense it is the idea that all stakeholders take part in decision-making but a narrow meaning is the use of local knowledge to design programs off-site. He adds “to believe in and promote participatory development is to believe in the intrinsic importance of self-determination” (Jennings 2000, p. 2). This evaluation will try to understand what *participation* has meant in practice while technical assistance from ICEIDA was being provided and structures established, and what it has meant since the withdrawal of this assistance and as the projects near the end of the assistance promised in agreements made in 2000 and 2001.

In recent decades the notion of partnerships and a participatory approach to cooperative development have been emerging and has necessitated a paradigm shift (Jennings 2000). An important concept behind these developments is that of *social capital*. Michel says (1995, p. 45):

... This concept suggests that development performance depends on a whole web of norms and networks of civil engagement. Where human capital focuses on the capacity of an individual to make competent decisions, ‘social capital’ refers to that capacity in a group. It has grown from the structure of relations between and among people and their organisations.

The broad concept of ‘capacity development’ embraces both human and social capital in what is called the new institutional economics – the study of the macro-economic impact of constitutional rules and norms and the behaviours and performance of individual institutions and the interaction among them.

Groups and relationships are important and Michel (1995) has identified elements that need to be integrated for a successful development strategy. These include investment in social development, especially education, primary health care and population activities; enhanced participation of all people, particularly women, and the reduction of social inequalities; and good governance and public management, democratic accountability, the protection of human rights and the rule of law. He says (p. 46):

If donors believe in local ownership and participation, they must use channels and methods of cooperation that do not undermine these values.

Jennings (2000) discusses the consistency of appraisals carried out by the World Bank, CIDA, USAID and IRDP on participatory approaches. The findings were:

- Although participatory methodologies require more upfront investment in training and operations, overall costs are lower than if programs do not rely on local capacities.
- Participatory programs were more relevant to local needs and more effective.
- Gains made are more often sustained.
- Chances are higher that the engagement of youth and local women will improve their status.
- Local programs can leverage other national or foreign resources extending the overall reach of general assistance.

Cornwall (2000) has adapted a typology of participation, from White, which might be useful for both ICEIDA and cooperative partners to consider in this evaluation. It is reproduced here in Table 1. We will consider later which form of participation was most apparent in the ICEIDA projects.

Table 1 Typology of meanings of participation (from Cornwall 2000)

Form	What ‘participation’ means to the donor/-implementing agency	What ‘participation’ means for those on the receiving end	What ‘participation’ is for
Nominal	<i>Legitimation</i> – to show they are doing something	<i>Inclusion</i> – to retain some access to potential benefits	Display
Instrumental	<i>Efficiency</i> – to limit funders’ input, draw on community contributions and make projects more cost-effective	<i>Cost</i> – of time spent on project-related labour and other activities	As a means to achieving cost-effectiveness and local facilities
Representative	<i>Sustainability</i> – to avoid creating dependency	<i>Leverage</i> – to influence the shape the project takes and its management	To give people a voice in determining their own development
Transformative	<i>Empowerment</i> – to strengthen people’s capabilities to take decisions and act for themselves	<i>Empowerment</i> – to be able to decide and act for themselves	Both as a means and an end, a continuing dynamic

Poverty

Poverty is not a simple concept. It includes many different aspects, some which can be difficult to evaluate. Poverty is usually defined in two main ways – in an absolute sense and in a relative or comparative sense.

Absolute poverty uses income as a means to measure poverty and is defined in terms of nutrition. The minimum calorie needs of a person is calculated and then the cost of obtaining those calories or food. The cost is then used as a base to calculate a minimum income line, where people falling below that income line are regarded as living in poverty.² As a means of international comparison, there are two income lines used where people living under 1 US \$ a day and under 2 US \$ a day are identified.³ *Relative poverty* is calculated through combining both income and other forms of poverty – such as access to health and education as well as opportunities to participate in political processes. In this respect analysts often speak about a *vicious cycle of poverty* whereby the inner cycle, consisting of income and access to basic services and opportunities reinforce each other, effectively keeping people ‘down’, making it difficult to break out of poverty. The outer layer of this cycle consists of poverty at societal level, whereby people are marginalized from the political processes and decision making, often due to elements shown in the inner cycle.

Inequality is an important aspect of poverty since unchecked economic growth tends to benefit those already ‘rich’ without some form of redistribution. The greater inequality in a society the less effective their economic growth will be for reducing poverty (Martinussen 1997). Income distribution in Namibia as in some other Southern African countries is skewed. In Namibia in the late 1990s almost 35% of people were below the \$1 poverty line and yet the GDP per capita was US\$5468.⁴ Yet poverty in Namibia is not simply a matter of skewed income. Recently the Principal Secretary at the National Planning Commission pointed out that (Anon. 2004)

... poverty is not always measurable in concrete and material terms. This is more so in the Namibian context where years of brutal repression and oppression have in many instances killed every essence of human self-respect and the will to live.

Poverty in Namibia is being addressed through a number of measures under the national Poverty Reduction Action Programme. The government has introduced the Participatory Poverty Assessment Process whereby the perspectives of poor Namibians, through consultations, are to be brought into policies and planning for poverty reductions. The first such assessment was carried out in late 2003 in the Ohangwena region (Anon. 2003).

Educational goals

In order to situate the work being carried out in the ICEIDA projects it is useful to keep in mind the four general goals in the *Education for all* policy which was adopted by the government after independence (Ministry of Education and Culture 1993). The goals are:

- *Access* – to expand the capacity of the education system, to remove barriers to entering school or adult education programmes and to encourage lifelong learning

² Alia Ahmed, lecture February 2004, University of Lund, Sweden.

³ See for instance www.undp.org or www.worldbank.org

⁴ http://www.undp.org/hdr2001/indicator/city_f_NAM.html

- *Equity* – to ensure equality of access, to remove discriminatory practices, to use affirmative action where necessary, to ensure fairness and to look towards equity in results
- *Quality* – to work towards both expanded access and equity, and developing the quality of teaching, of learning opportunities, of learning materials and facilities, through an understanding of learning as an interactive process and the ability to use and transform knowledge
- *Democracy* – to develop an understanding that democracy is more than voting, that it is participation in decision-making, through learning as an active process, and to enable the expansion of access, the promotion of equity and the ensuring of quality.

Education for all means a new sort of education, and through the four goals, the government of Namibia would like to ensure that all children ultimately complete ten years of schooling, though soon after independence this goal was set at seven years of schooling.

English is the official language in Namibia but many other languages are spoken. When choosing a language of instruction the government was guided by trying to find a balance between allowing individuals to choose their medium of instruction and trying to find a common language to facilitate the participation of citizens in decision-making and the democratic process (Ministry of Education and Culture 1993). Namibia's history is also marred by a time when language was used as power. Being able to use English in the Namibia of today is seen as being a passport to work and a better life (evaluator's interviews with learners, also discussed by Papen 2004).

The introduction of English as a medium of instruction has been phased in gradually since 1992 with many schools opting for English from Grade 1, leading to an emphasis in pre-school education (children aged 5 and 6) on mastering some basics in English.

Literacy and the National Literacy Plan of Namibia

On the wall in the office of the Walvis Bay Training Centre the following definition from UNESCO can be found:

A functional illiterate is a person who cannot engage in all those activities required for effective functioning of his/her group and community and also for enabling him/her to continue to use reading, writing and calculation for his/her own and the community development.

The official literacy rate in Namibia is about 84% for women and slightly lower for men though some of those considered literate by virtue of school attendance are still functionally illiterate. Ever since independence the national government and others have worked hard towards increasing the literacy rate.

The National Literacy Plan for Namibia (NLPN) began in 1992 and a second phase was introduced in 1997. The plan consists of three stages for which teaching and learning materials are provided (Ministry of Basic Education 1997):

- Stage 1 is for adults who are unable to read and write at all. Learning involves reading and writing in their mother tongue and basic mathematics.
- Stage 2 is for those who have completed Stage 1 or who can read or write in their own language but without fluency
- Stage 3 is for those who have completed Stage 2 or who can read or write a local language with fluency but not basic English.

Each stage takes about a year of six hours of instruction per week (240 lesson hours) and at the end of the third stage, learners should have roughly the same skills as a person who has finished Grade 4. The materials used should include functional knowledge in the broadest sense, with the inclusion of materials that address such issues as democratic values, citizen's rights, women's rights, national unity and reconciliation and violence against women and children. Through raising awareness of such issues literacy is related to development (Ministry of Basic Education 1997).

The NLPN is a plan for adult lifelong learning and should amongst other priorities encourage basic literacy skills, promote opportunities for further learning and education, empower learners and enhance the capacity of the community and the creation of a well-informed citizenry. The NLPN has been built up using District Literacy Organisers (DLO) and literacy promoters, each of whom should recruit about 30 people at a time, teaching 15 at a time in one or more groups. For this work, promoters should receive an honorarium (Ministry of Basic Education 1997). If the work is based in a centre then it is advisable to create a Literacy Centre Committee and each class should also choose its own committee.

Ideally adult learners should not have to pay fees and participation should not exceed three years, so that other learners can gain access. A group of permanent skilled staff is required to organise, coordinate and manage effective adult literacy programmes and it was suggested that such educators be paid (Ministry of Education and Culture 1993), which has indeed been the case.

When adults have completed the three stages of the NLPN they are eligible for the Adult Upper Primary Education (AUPE) programme that should take them to a level of competency equivalent to the end of Grade 7. Options for further study vary but the Namibian College for Open Learning (NAMCOL) offers distance learning programmes at the secondary level. If learners have not attended school while young, they may be excluded from school in their teenage years. Thus literacy programmes should be able to cater for this younger group, as was the case in one of the projects supported by ICEIDA.

Papen (2004) has carried out research on learners in a literacy programme in Windhoek. She has compared her results with those of the Older People's Literacy Project in Durban and has summarised research on literacy as a social practice. Her study and others indicate that (Papen 2004, p. 2):

... literacy is more than a set of uniform, technical skills; it is more appropriate to think of literacy (and of numeracy...) as a social practice, situated in discourses, social relationships and institutional contexts.

She says of the programme she studied in Windhoek (p. 26):

For the learners in Namibia it was clear that possessing English literacy was crucial to gaining social and economic capital, because in Namibia it is the people who know English who have jobs and nice houses and who are respected by their neighbours... Formal literacy had symbolic meaning and it meant being more respected and feeling better about themselves. This might not have lead to any 'real' changes in their situation.

Papen (2004) and those who studied the Durban Project felt that this personal empowerment was as important as change in income or social position. Learners had missed out on going to school and what they wanted was some form of education. Papen says (2004, p. 27):

For these people, who had lived through the years of apartheid, literacy was connected with power and attaining it led to power. Clearly, the kind of literacy that counted most for these learners in South Africa and Namibia, who struggled with the ongoing depravation, social injustice and economic discrimination that continues to divide the South African and the Namibian societies, was some form of 'school literacy'.

Early childhood development

Almost 300 children attend the kindergartens associated in one way or another with the ICEIDA projects. What is on offer though varies according to the resources of their parents and the centres – some children enjoy a warm meal during the morning, others may come or leave hungry. Space is at a premium, but the kindergartens are fenced off and secure, and running water and toilets are available. Eight women in four centres see to the care of these children. In towns like Swakopmund and Walvis Bay between 20 and 30 kindergartens are in operation.

In 1996 the Namibian government issued a National Early Childhood Development policy. The Ministry for Regional and Local Government has responsibility for children aged 0-6 but ultimately the responsibility for early childhood education lies with parents, who may sometimes be ill-equipped to provide it. In 1996 it was said that over 40% of households were headed by a female, and that over 50% of women in the age-group 15-49 never marry. Up to 30% of girls are pregnant before the age of 15 and about 40% before the age of 20 (Government of the Republic of Namibia 1996).

The government suggests that early childhood development programmes, for children aged 3 to 5, should be the joint responsibility of many ministries, they should be developed in collaboration with local communities reflecting different needs and circumstances and that it would be useful to look to the experiences of NGOs, particularly the churches, in the provision of programmes for care and education. The benefits of developing such programmes are thought to be many, including the provision of employment for early childcare workers, a secure environment for children, the opportunity to redress gender issues which have been to the detriment of girls and to provide quality and equity,

preventing discrimination against disadvantaged groups (Government of the Republic of Namibia 1996). Parents' committees are considered to be important in the management of early childhood programmes and are a means of involving the community. It is suggested that individual communities run an Activity Fund to support early childhood programmes, and that a national Children's Trust Fund be established to support the development of programmes.⁵

The policy document suggested that donor agencies could become involved in early childhood development in a number of ways, for example, through developing model programmes, providing training opportunities abroad, giving financial support, providing in-country training, developing teacher resource centres, providing vehicles and making contributions to the Children's Trust Fund. The social projects of ICEIDA have involved four kindergartens, as they are commonly called, but with different levels of support. All four emphasise the pre-school year and the preparation of children for primary school.

Gender and development

Some aspects of the ICEIDA projects specifically address the situation of women in Namibia. There is a lower rate of literacy among women than men, women are more likely to work in the agricultural sector than men and women are more likely to be poor than men. Early Icelandic volunteers had worked with women in literacy and needlework classes. Almost all adults attending literacy classes in the ICEIDA-supported projects are women, while the majority of the management committee members are men.

In 1997 the Department of Women's Affairs produced a National Gender Policy. In the introduction the President says that the policy provides a vision for improving women's living conditions and it is needed to address the strategic needs of both women and men. The policy focuses almost exclusively on women, with men and/or the disabled being mentioned now and then. Eleven areas of concern were identified including gender, poverty and rural development; the girl-child; gender balance in power and decision-making; and gender balance in education and training, where equal access, the eradication of literacy, access to vocational education and non-discriminatory practices in education are recognised as key strategies for redressing gender balance. Other strategies mentioned in the policy and relevant to this evaluation are an avoidance of stereotypes with regard to the division of labour, increased participation of women in decision-making forums, the introduction of career development programmes, special attention to girl-children in vulnerable positions as orphans or street children, the promotion of female entrepreneurs and the introduction of credit facilities.

Gender and development (GAD) as a concept has been supported by cooperative partners for several decades. From an early emphasis on the inclusion of women, attention moved towards participatory methods and the empowerment of women, drawing sometimes on

⁵ It appears that this Trust Fund was never established.

feminist research and emerging development approaches. Cornwall (2000) has pointed out that these developments are not without their tensions. One arises when “women” or the “poor” are the focus or made problematic – there is then a danger that other forms of gendered powerlessness, for example, young, unemployed, illiterate men, are excluded. A second tension arises from the role of the practitioner when the role of an expert with ‘expert’ knowledge is juxtaposed with the intended process of engagement *with* and *by* local people in participatory approaches. A third tension arises from questions of *power* and *difference*; participatory processes are often aimed at consensus, but they can also be used to mask dissent. Participatory methods seek to make personal experience audible or visible, but may at the same time prevent the facilitator from challenging aspects of the status quo. The extent to which difference is brought forth or concealed becomes important. Some of these tensions may have emerged in the ICEIDA projects.

Cornwall (2000) suggests however that the tensions arising from a gender-aware approach to participatory development are not necessarily stumbling blocks. They can also be used to open up our thinking and build bridges, especially if cooperative efforts begin to focus on relations and positions of power and powerlessness and try to understand the range of interactions that can perpetuate power and powerlessness.

Cornwall (2000) also reminds us, as does the project manager (Sjöfn Vilhelmsdóttir 2003), that the goal in community and gender work is complex and time-consuming. Cornwall says (2000, p. 27):

Remedies such as requiring the representation of women on committees or making sure that women are consulted are necessary but not sufficient. The challenge of inclusion requires more than the short-term projects characteristic of much development effort. It takes time, and rests on more than simply inviting people to participate. More attention must be paid to strengthening the capabilities of women – *and* men, particularly those who are more marginal – to act as ‘makers and shakers,’ rather than simply as ‘users and choosers.’... Working with difference requires skills that have been underemphasized in much recent participatory development work: advocacy, conflict resolution, assertiveness....

Criteria for the evaluation

The goal of the ICEIDA involvement in social projects in Namibia has been to uplift and empower disadvantaged communities through training, educational and recreational programmes and through increasing literacy and English literacy rates among women in Namibia. In this section we have considered some of the issues facing Namibia and development agencies when they become involved in social and educational projects of the type being evaluated here.

Appropriate criteria for evaluating the involvement of ICEIDA in the social sector in Namibia might be to assess whether the following statements are true of the projects:

- The contribution of ICEIDA activities to the decentralisation of functions related to community development has offered the opportunity for local authorities to participate in their own decision-making.
- ICEIDA has used methods of cooperation that encourage the values of local ownership and participation and lead to sustainability and empowerment.
- Activities of the ICEIDA-supported projects have been carried out in the spirit of the *Education for all* policy adopted by the Namibian government, and have worked towards access, equity, quality and democracy.
- ICEIDA projects have contributed to increased literacy among women and the acquisition of functional knowledge in the broadest sense.
- Children in disadvantaged communities have been provided with early childhood educational opportunities in a secure environment.
- Women in disadvantaged communities have been empowered by their participation in project activities

Later in the report we will return to these criteria in order to assess the contribution made by the projects to development in the social sector.

3. PROJECT ACTIVITIES

Overview

The projects supported by ICEIDA in recent years are shown in Table 2. More detailed and comparative descriptions of the projects in which community centres have been established are provided in Appendices 4 and 5. Key project components are the provision of facilities for a training/community centre, the establishment of a management committee, the appointment of a coordinator and the support of adult literacy and/or kindergarten activities. Three projects have all these components, the fourth only the provision of facilities and the other two involve kindergarten activities. The extent to which ICEIDA has paid staff salaries varies between projects. Financial support from ICEIDA is either completed or will be terminated in terms of existing agreements at the end of 2004.

Table 2 Support to projects and nature of activities

Key: Darkly shaded areas – ICEIDA support to community centres
Lightly shaded areas – ICEIDA support to *kindergartens*
No shading – activity but no support from ICEIDA

<i>Project components</i>	<i>Construction of facility</i>	<i>Adult literacy</i>	<i>Kindergarten</i>	<i>Coordination</i>	<i>Management Committee</i>	<i>Financial support N\$</i>
TRAINING/COMMUNITY CENTRES						
Benguela Community Centre, Lüderitz 2001 - 2004	New building	Evening classes from Stage 3	(Operated by the Lüderitz Literacy Project)	50%	Management committee	916.000
ICEIDA (Walvis Bay) Training Centre 2002 - 2004	New building	Day classes from Stage 1	For children of mothers in literacy classes; free	100%	Management committee	1.777.000
Mahetago Community Project ⁶ 2000 - 2004	Building in place; repairs needed	Evening classes from Stage 3	Community kindergarten; fee-paying	100%	Management committee	915.000
Hakhaseb Community Centre 2001 - 2002	Major renovations	Evening classes from Stage 3	(Operated by Together Kindergarten)	None	Committee to supervise renovations	418.000
KINDERGARTENS						
Lüderitz Literacy Project 2002 – 2004	Housed in the Benguela Community Centre	Now offered by Min. of Basic Ed., classes were by LLP	Community kindergarten; fee-paying	Self-coordinated	Separate managerial group	761.000
Together Kindergarten 2001 - 2002	Housed in the Hakhaseb Comm. Centre		Community kindergarten; fee-paying	Self-coordinated	Project committee	34.200
Total						4.403.200

⁶ At the time of the evaluation some project activities had been suspended temporarily while ICEIDA and the Management Committee worked on resolving certain issues. These issues are being resolved (May 2004).

Training centre facilities

Each centre has at least two *classrooms* at its disposal. Three have halls while the fourth has a third classroom. *Office facilities* vary between the centres. Two of them have a photocopier, but one needed toner and funds for this was part of the suspension of activities described above. Three of them have a fax machine, and this is used as a copier by the centre that does not have one. Three of the four have a computer, but in the case of the project where a stalemate existed, this was also not in use.

All the centres appear to be well maintained, though records indicate a variety of repairs and renovations. It was always the intention that the centres would be able to rent out the *halls* or other facilities in order to secure an income. Experience has shown that social events involving the use of alcohol cause problems for those running educational activities at the centres, with breakages, damaged toilets and broken glass being problems for activities such as the kindergarten. The use of the actual income from leasing out facilities is in the hands of the municipalities, who own the buildings.

There are *needlework* programmes at two of the centres, though a shortage of machines prevents an expansion of activity. One centre has eight machines and an overlocker, while a second has seven machines and an overlocker. In the third centre, over 50 women had enrolled for needlework classes but there has been provision for sewing machines. A volunteer at the centre is currently making enquiries about the possibilities of getting a loan to purchase machines, having earlier lent her own machine to the centre. One group of needlework graduates has established a cooperative workgroup in order to sell their products, and in the other case, the self-image of the new knitting class received a boost when items were sold successfully at a recent fair. Needlework learners pay a small contribution (N\$5-10) if they wish to keep finished garments.

The centres plan their literacy and kindergarten activities to coincide with *school terms*, of which there are three in Namibia. School *holidays* in May, August/September and over Christmas are used to offer short courses to the community, and in Walvis Bay these appear to have also been attended by those enrolled in literacy classes. Attendance in literacy programmes is affected in the first semester by cultivation activities in the north of the country, when women must or are expected to work in the fields.

In one of the four centres there is a caretaker who is responsible for opening and closing the facilities each day, keeping them clean, going to pay accounts or to the post office, and on occasion stepping in when needed, for example, when the kindergarten teacher is sick or away. Two of the centres have cooks for the children's meals. One uses fees from the kindergarten to pay for cleaners. One centre has neither cook nor cleaner.

Literacy activities

The range of literacy activities being offered at the centres is shown in Appendix 6 and the range of short-term activities in Appendix 7. The evaluator spoke to the literacy promoters in two centres, in Walvis Bay and Swakopmund, and to literacy learners in Walvis Bay and Lüderitz. The literacy promoter in Usakos was away at a course on the day of the visit.

Learners

The backgrounds of the learners interviewed are shown in Table 3, many of whom have moved to the coast from the north in search of employment opportunities. The candidates are selected and assigned to a class after an interview, filling in a form and answering a few questions.

Table 3 Learners interviewed during the evaluation

	Date of birth	Formal education	Courses	Comment
A	b. 1958	Did not go to school	Literacy classes	From the north; been in Lüderitz since 1983
B	b. 1962	Went up to Gr 7, but often failed Gr 6	Literacy classes	From the north; was the spokesman for her group of three
C		Up to Gr 10 but failed	Literacy, cleaning, needlework	From the north
D	b. 1977	Gr 4 during the war, afraid to go to school	Literacy classes	Born in Lüderitz; went back to the north; very shy
E		Finished Gr 12 by correspondence	Literacy classes	
F	b. 1954		Literacy classes	Came to Lüderitz in 1996
G	b. 1973, 11 th June	Gr 10	Literacy classes 2000-2003 and short courses	From the north; came to Walvis Bay in 1998
H	b. 1975, 16 th March	Gr 10	Literacy classes 2000-2003 and short courses	Came to Walvis Bay in 2000
J	b. 1962	Gr 6	Basic literacy	Had six children, three of whom have died
K	b. 1945	Gr 4	Basic literacy	
L	b. 1979	Went to school for three years	Is in beginners English	Wants to learn to read and write
M	b. 1965, 5 th May	Gr 12 by correspondence	Literacy classes from 1998-2002	Now works as a literacy promoter; also a substitute teacher at the ITC

The learners, some of whom had finished their studies, were asked about why they had come to literacy classes and what they had learnt. Some of them had heard about the literacy classes from friends or relatives while others had heard it advertised on the radio or at church. The interviewees ranged in age from almost 60 to their early 20s though the evaluator was introduced to several teenagers in the basic literacy class. The centre in Walvis Bay has 40 tables and chairs. When enrolment takes place, slightly larger numbers

are enrolled because there are always dropouts as women find work at factories or return to the north.

Two of the learners had finished the literacy classes and all the needlework classes, had attended most of the short courses on offer (see Appendix 7) and were part of a workshop cooperative group which has recently been established to sell their products. This group has access to the centre on Friday afternoons and Saturday mornings. Both learners had apparently completed Grade 10 in the north so should have been functionally literate but obviously felt that they had learnt a lot at the centre. One said: *At home in the north we are alone and sad but here we are together and are getting a lot of information.* One teacher indicated that the English skills of women educated in the north were particularly weak, and that learners from the rural areas were more passive and less demanding than those who had been educated or grown up in towns.

Some learners found that at first their neighbours and partners or husbands were against them attending classes. Men were sometimes upset when their female partners had learnt more about their rights. The neighbours had changed their minds about the value of the courses when they saw what the women were learning, especially what they were learning in needlework. Learning to knit and sew was mentioned by several of the learners as a decided benefit of attending the classes. They had learnt how to make dresses, buttonholes and bloomers. They had in the past learnt to make aprons, pillowcases, potholders and toilet roll holders, as well as learning how to make socks, scarves and caps. In Lüderitz there was an interest in sewing school uniforms for different schools in the town.

Some felt that it was very important to learn English and said that this was because of changes in Namibia: *There is much more need to understand English now.* One said that her child had learnt a lot of English in the kindergarten and had been well prepared for English at school. She herself had found all her literacy classes interesting even though she had completed Grade 12 by correspondence. Now as a literacy promoter herself at a nearby school she has work for eight months a year. Another, the only man interviewed, had also done Grade 12 by correspondence; he had learnt a lot from the cleaning class, and one in the class had started his own business. Later he said: *We need knowledge to create the opportunity of getting a job. We need to learn how to do things. It helps people survive.*

One mentioned that attending the classes had been an opportunity to make new friends. Several who had been to cooking classes had enjoyed them, and two who had gone to cleaning classes had found it very interesting: *We learnt how to clean in factories, using different machines and products. We studied at home and wrote an exam.* A classmate said: *We learnt how to make different things nice – the office, the factory, the road.*

A literacy beginner, who had only attended school for three years, said that she wanted to learn to read and write and understand some things. She said: *This project is very important to me, it will be important in the long term... I will be able to help myself, my*

children and my family. Another had never attended school; it was too far. A third had her schooling disrupted by the war in the 1980s as she was afraid to go to school because of the soldiers and bombs. An older learner said that now her time had come. Earlier she didn't have time to go to classes when her children were small and she had to work. Another said that the centre was a nice place: *If they offer courses then the nation will develop. It is good for those who have not really attended school before.*

Those who offer literacy programs complain that materials for these programs have not been available for some time from the government. The books available thus are reused after rubbing out the answers, as in the early stages they are mostly of the fill-in-the-blank kind. The books in use have been produced over a long period of time (as far back as 1980 or in the late 1980s by a group in exile) but have been edited and reissued by the National Literacy Plan. The language books contain activities that should give the learners functional knowledge, such as how to fill in forms. Some of the early readers have clearly been produced for adults with stories that make a point about their lives.

According to the promoters, there have been several success stories among the learners. Many have found work in factories or in hospitals as cleaners, one works in a ministry, another on a military base and a third in a tailor's shop. Those who do not pass end-of-year examinations receive a certificate of attendance. Promoters adopt a pragmatic approach and say that learners learn at different rates.

Teachers/promoters working with adults

The literacy teachers/promoters come from a variety of backgrounds and all seem deeply committed to the work they are doing. One of the teachers in Walvis Bay responded to job advertisements in 1995 and has been with the project ever since. The other was employed in 1996. Literacy promoters in the other projects were employed later.

One of the promoters was from the north, where she had not had a good education because of the war; she reached Grade 6. She then left the country as a freedom fighter and got scholarships to train as a teacher and pre-school teacher.

One of the needlework teachers had run a business from home when she saw the advertisement for an instructor. She had learnt her trade at first from her mother and in high school. She then took a correspondence course and because of her high marks she went to Pretoria for further training in 1982/83. She has two students from the technical school in Arandis (near Swakopmund) assisting her at present and one of the graduates from the centre.

One promoter felt that a culture was being established around the centre with events such as the open day. Promoters in the district are in contact with each other. The needlework activities have led to the formation of one 12-person cooperative work group, and another

group of nine would like to do the same. A ‘Share Day’ was held at the centre in January 2003 and January 2004, where women shared ideas on what could be done.

Promoters felt that the short courses being offered were very important in helping learners how to help themselves, for example, with AIDS and unwanted pregnancies, legal rights and business courses. Women were more disadvantaged than men.

Support to kindergartens

Four kindergartens are described in Table 4.

Table 4 Brief descriptions of the four kindergartens

Luderitz Literacy Project (LLP)	Together Kindergarten, Usakos
About 95 children, aged 2-6. Open in the mornings. Kindergarten for children in neighbouring communities. Fee-paying; N\$60/month; run by the LLP managerial group which had been supported by ICEIDA with respect to salaries and running costs. The cleaners are paid from the monthly fees. One of four kindergartens in the community but the largest and least expensive. Two and a half teachers, with Gr 10-12 and a few short courses on early childhood training. The teachers have been with the project since 1994. They feel they have not had much opportunity to attend courses.	About 85 children; aged 2-6. Open in the mornings. Kindergarten for orphaned and vulnerable children in Hakhasab. Fee-paying; N\$25/month; few mothers/families can afford this. Run by two teachers and a 10 person “project committee”. Funds from fees are used to pay for a meal of porridge. ICEIDA has provided equipment. One of five kindergartens in Usakos. Two teachers, who started the kindergarten under a tree in 1998. One has completed Gr 7, the other Gr 6. They have attended three short courses.
Mahetago Training Centre	ICEIDA Training Centre
Between 55 and 60 children, aged 3-6. Open all day. Kindergarten for children in neighbouring communities. Fee-paying; N\$70/month for a half-day and N\$100 for a whole day; run by the two teachers and supported by a parents' committee. No meals have been provided recently because of funds not being released by ICEIDA. One of nearly registered 30 kindergartens in Swakopmund; some of which are home-based. Two teachers, one with Gr 10 and three years of training through the church as a preschool teacher. Both teachers have received inservice training. They have been with the centre since 2000.	Between 32 and 40 children, aged 2-6. Open in the mornings. Kindergarten for children of mothers attending literacy programmes. No fees; teachers, a cleaner, handyman and cook are paid by ICEIDA at present. One of about 22 kindergartens in operation in Walvis Bay (29 are registered) and one of 11 in Kuisebmond; One teacher and a cook; the teacher has Gr 9 and has taken many short courses over the last ten years with ICEIDA support.

Children and activities

The first two kindergartens, Lüderitz Literacy Project and the Together Kindergarten, Usakos are run as separate organisations within the centres, each with their own managerial group (Table 4). The Lüderitz project receives financial support from ICEIDA. The third, the Mahetago Community Kindergarten in Swakopmund should be an integral part of the centre and its budget and coordination/supervision forms part of the coordinator's duties. This arrangement appears not to be in place at the moment with the kindergarten being run more or less separately. The fourth kindergarten, the ICEIDA Training Centre Kindergarten in Kuisebmond is unique in that it is integrated with the literacy activity at the centre; only children of mothers (or grandmothers) at the centre can attend the kindergarten.

Each kindergarten has planned their activities, with free play, a time together, toilet time, a break for a meal, more time together and free play. The time together sometimes involves children responding in chorus to inputs from the teachers.

The playground facilities vary between centres with only one centre having a paved area for play though all have a secure walled-off area. Toilet facilities are stretched with the large numbers of children attending each day.

Some of the toys were starting to look a little tired. In the case of the stalemate though there were several large boxes of unopened educational toys, donated by the Spanish, but which would not be taken into use until shelves had been put up in the classrooms. In one kindergarten there was one cot to be found, and in another some mattresses and blankets which were used for children resting after lunch. The Ministry of Women and Child Welfare has sometimes provided furniture, blankets and maize meal.

Teachers have seen the effect of HIV/AIDS – some children are orphans and in the care of relatives and in one school it had been noted by staff that several children each year have been ill themselves. When teachers realise that this is the case, they take a little extra care, and give the children multivitamins and fruit.

All the kindergartens make a special effort to prepare children for primary school in their last 12-18 months. In Lüderitz about two-thirds of the group each year are in this so-called bridging class. Children are tested before being admitted to primary schools, and the kindergartens emphasise the use of English at this stage, as well as working with children on numbers, colours, parts of the body, drawing and shapes. The children who are admitted to primary schools graduate from their kindergartens at special ceremonies. Special robes and caps are worn and photographs taken. This ceremony is sometimes combined with a Christmas party.

Fathers are seldom seen bringing or fetching their children. At the school in Lüderitz several children at a time are sent home at lunch in taxis if they are not fetched from the

school. The teacher in Usakos said that some of those leaving at lunch-time would be by themselves until the evening and were often hungry.

The Lüderitz teachers felt that the centre was very important for the children. Most of the children were from the new location (an informal settlement) and for many this was the first time that they had access to a proper toilet and to running water. Within the school they were safe, and could sit down in hygienic conditions to enjoy their meal.

Kindergarten teachers

In three of the four kindergartens the teachers are currently being paid in full or during the school holidays out of funds from ICEIDA. Basic running costs are also covered in these three centres.

In Walvis Bay the teacher was a domestic worker before responding to an advertisement in 1995, where she was selected from 20 applicants, and has been at the centre ever since. At that stage she had completed Grade 9 and has since completed many short courses as well as a longer inservice course in 2003 that ICEIDA sponsored. The cook with whom the teacher works closely has been there since 1996 and says she has learnt a lot during that time

According to the Walvis Bay teacher, the centre had a role to play in breaking down traditional views, especially those held by people from the north who had come to the coast in search of work. It has helped in alleviating wife and child abuse. It has also had an impact on schooling, with its emphasis on school-readiness. Some of the earliest kindergarten children have now entered secondary school and their progress is followed carefully by the kindergarten teacher in at least one of the centres.

The Lüderitz teachers had either been born there or had lived there for a long time. They had completed Grade 10, Grade 11 and Grade 12, and although they had had some early childhood training, they felt that they needed to do more.

Two *volunteers* from a British organisation, Project Trust, were working with the Lüderitz kindergarten, helping among other things with kindergarten activities and the computer. The teachers felt that it helped a lot to have them.⁷

Management and coordination

Three centres have *management committees*, with representatives from the Council and the community as well as NGOs. These committees should bear full responsibility for financial matters and provide guidance for the coordinator, as well as monitoring activities. Committee work is voluntary and all three *chairmen* have problems with repeated absenteeism of some members and in some cases with having a quorum. The minutes of

⁷ These volunteers are never mentioned in reports from the project to ICEIDA.

meetings do not necessarily reflect this situation. The project manager (now the country director) either had a seat on the committee of two centres or attended meetings at the third centre as a non-voting member while she was still in Namibia.

Three of the community-centre projects approved *guidelines* for the management committees that state the following:

The management committee is to hold full social and financial responsibility for the centre.
This includes:

- The supervision of activities at the centre
- Ensuring that activities meet the needs of the community
- Ensuring that the programmes proceed expeditiously
- Taking responsibility for financial matters
- Reporting to ICEIDA/donor and the Town Council biannually.
- Making decisions regarding the future direction and financing of the centre

Three of the centres have provision for *coordinators*, two in a 100% position and one in a 50% position. In one case a situation has arisen where the coordinator did not and could not account for some of the funds paid into the centre's account by ICEIDA. This situation, which was evident by late 2002, led to a protracted stalemate between the committee on the one hand and ICEIDA on the other hand, with the latter being unwilling to pay out funds in full until new structures were in place. At the time of the evaluation this situation was being resolved; the committee had made some headway in meeting the demands of ICEIDA. A new committee has been appointed and an acting coordinator has taken over the daily running of the centre. The literacy and kindergarten activities have continued though in the latter case with diminished funding. No new activities have been approved by ICEIDA for some time.

Each coordinator is expected to provide ICEIDA with biannual reports, budgets and activity plans, prepared with the approval of the management committees.

It is worth pointing out that coordinators slide into other roles when needed. The previous coordinator in one of the centres had a long and successful career in preschool education, was active in offering courses for early childhood workers and worked closely with the kindergarten in her centre. In another centre the coordinator is still spends her time before lunch on kindergarten activities. She also gets called upon by the needlework teacher to be in the classroom in order to translate technical terms for the learners.

All the centres showed that they were being used for the purposes for which they were intended – literacy classes and kindergartens. In the case of the kindergartens the facilities were stretched to the full. The facilities were well used for literacy classes in Kuisebmond in the day and in the other centres were being used mainly in the early evenings for literacy groups.

Needs assessments, both paid for by ICEIDA, have been carried out in two of the four community centre projects: a smaller assessment in the Mondesa district in 2001 and in the Kuisebmond district in Walvis Bay in 2004, the latter being paid for by ICEIDA.

Problems were encountered in one centre with the financial management by the previous coordinator. Management committees have had some difficulties with attendance at meetings and when faced with the issue of financial mismanagement, one committee took considerable time to deal with it.

The committee in Lüderitz indicated in an interview that there needed to be better communication and reporting on activities, for example, on the role of the kindergarten in the Benguela Community Centre. This might be a weakness of the projects; no clear procedures have been established for the information that the coordinator or project committees should provide to the management committees in cases where the activities are funded separately. The fault lies also with the management committees that have not called for such information. Some of this dilemma can also be attributed to the fact that the projects feel they are first and foremost accountable to the donors (ICEIDA) while ICEIDA had hoped that management committees would hold the centres accountable to themselves, as stated in the guidelines approved by the project for their management committees. There is a dilemma here that involves commitment to a participatory approach as opposed to a call for accountability.

The Usakos project is different from the others in that no structures were put in place by ICEIDA for the management of the centre after the renovations were completed, as has been the case in the other three centres. Disagreements have arisen in Usakos over the management of the centre and these can be traced to the origins of the assistance, the expectations of both the council and the Together kindergarten, ambiguous wording in some of the letters and agreements regarding the renovations, local politics and the strong personalities involved. This is all most unfortunate, for despite weaknesses which have been apparent in the functioning of the management committees at the other three centres,⁸ the existence of a management committee has provided a somewhat neutral forum for matters to be discussed and put on the table. Should ICEIDA agree to further projects involving building or renovating centres then it will be important to clarify the management structures early on.

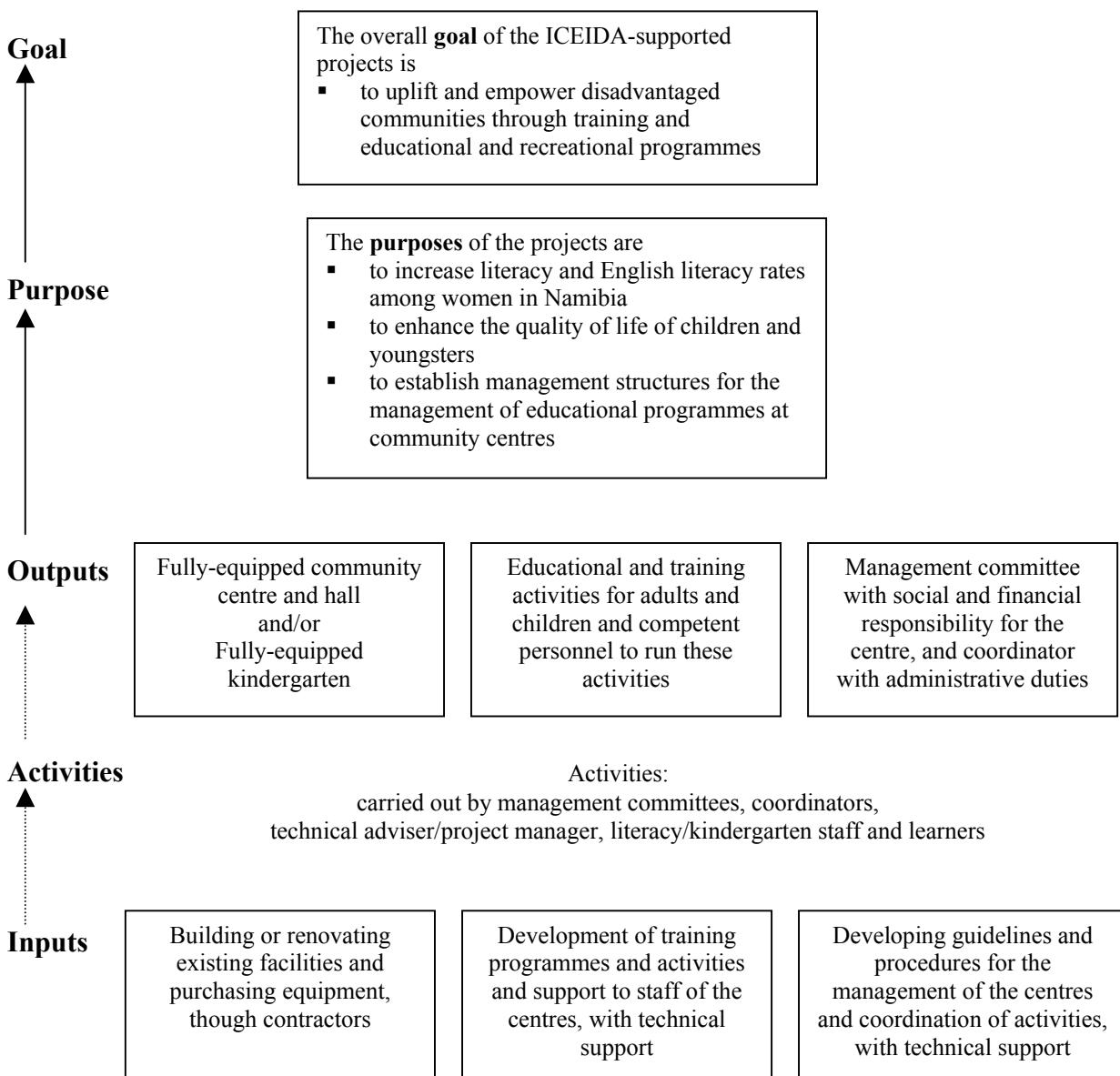
Two of the coordinators would like to see more input and support from their boards, especially now when decisions about the future need to be made. One committee has spoken of having a meeting devoted purely to strategy.

⁸ Such as not always having a quorum and a lack of monitoring based on information.

Summary/project hierarchy

Although the individual projects vary slightly in nature it is possible to depict three of them as shown in Figure 1, the Benguela Community Centre, the ICEIDA Training Centre and the Mahetago Community Project. The Lüderitz Literacy Project focuses mainly on kindergarten activities but did establish its own managerial group. The project in Usakos was initiated by a kindergarten group but led to the establishment of a centre, though it did not provide for activities and personnel, nor for the establishment of a management committee for the centre after its construction. The Usakos project was short-term, but the others are medium-term projects of several years, and scheduled to end in 2004.

Figure 1 Project goal hierarchy



4. ISSUES IN PROJECT OPERATION

Efficiency in use of resources

Efficiency as one of the evaluation criteria is an assessment of the extent to which the outputs have resulted from an efficient use of material, human and financial resources. The ICEIDA-supported social projects in Namibia sought to provide facilities for community centres and equipment for literacy, kindergarten and other activities. The technical assistance to the projects provided the necessary coordination to bring the facilities into being and for activities to take place within a management structure. This process appears to have been efficient.

Material resources

In Walvis Bay and Lüderitz two community centres were built by local contractors on plots bought by ICEIDA. On completion the buildings were donated by ICEIDA to the Walvis Bay Town Council and the Regional Office in Lüderitz through agreements signed between ICEIDA and them. The intention is that the local authorities would maintain the facilities and ultimately pay all the running costs.

In Swakopmund a new facility the Mahetago Community Centre funded by the German Development Bank underwent minor renovations funded by ICEIDA became the home of the Mahetago Community Project.

In Usakos an existing building was extensively renovated with ICEIDA support such that it became the Hakhaseb Multi-purpose Community Centre, owned by the municipality and used in part by the Together Kindergarten. Local contractors were hired for the renovations and all procurement was handled directly by ICEIDA. Certain outstanding renovations and repairs, which the council had agreed to pay for, were in the end paid for also by ICEIDA.

- The provision of material resources has been efficient with ICEIDA managing the building activities directly and then handing over the buildings. In all cases Namibian contractors carried out the building activities.

Human resources

From 1999 to 2003 ICEIDA provided full-time technical support to the social projects through a full-time *technical coordinator/project manager*. She managed the building activities discussed above and provided on-site support and training at all stages of the development activities. She prepared drafts of guidelines for the activities of the management committees and the coordinators, and assisted with the interview procedures for new staff to be appointed to the centres. Since the departure of the project manager in the first half of 2003, some technical support has been provided by the country director through monitoring activities and participation in management committee meetings.

The *management committee* appointed to manage the centres have encountered difficulties in finding suitable times for meetings to be held. Sometimes meetings have had to be rescheduled if a quorum was not present. Many committee members were/are very active in local affairs and some found it difficult to make the necessary commitments to the committees. Committee service is not remunerated work, though some members are there as representatives of their employers and as such are being paid.

Coordinators were appointed in three centres to manage day-to-day activities and during the project period their salaries are being paid by ICEIDA. The project manager worked closely with the coordinators after their appointment, developing procedures for the preparation of activity plans and budgets, and for bookkeeping/accounting procedures.

In two of the three centres coordination has proceeded smoothly, with exchange visits taking place recently between two centres over the last few months. In the third centre a situation arose where the coordinator could not adequately account for some of the disbursement of funds, and budget and activity plans were not being produced, despite the on-site training and support. It seems to be the assessment of the management committee in question that expectations with regard to the coordinator had exceeded her ability, even though she was competent in other areas. New accounting and monitoring mechanisms are being introduced by a new management committee, which was nominated and appointed in March 2004, and which will be under the chairmanship of the mayor of Swakopmund.

Staff development was built into the project activities, ranging from short workshops or courses to a long-term inservice course in the case of one kindergarten teacher. The kindergarten staff in Lüderitz indicated in an interview that they felt that they had not been given enough development opportunities. Few opportunities were made available to the Usakos teachers, but no provision had been made for this component.

Many of the staff have undergone a variety of upgrading and training since completing their formal schooling which ranged from Grade 7 to Grade 12. In only one case did a kindergarten teacher have formal preservice training for kindergarten work prior to being employed at a centre. It was evident that members of staff were also learning-on-the-job and with some support, such as the activities of the National Literacy Plan and local contact with other literary promoters and early childhood workers.

- Human resources have taken part in well-defined tasks and operations in the projects, and in many cases have received on-site support and some inservice training. Staff development (continuing professional development) will remain a vital part of the contribution made by individuals to operations in the centre. It should not be excluded from any extension of project activities nor from the plans now being made by management committees.

Financial support

ICEIDA has provided considerable financial support to the provision of facilities and to running expenses for the projects over the last few years and to the forerunners of the projects in Walvis Bay and Lüderitz. Some of this support was also in the form of the technical support provided to the projects from 1999-2003.

In one project the naming of a particular sum which had been budgeted for building activities appears to have created expectations of injections of cash into the community and perhaps even to individuals or activities. There still appears to be some doubt in the minds of some involved at the local level that the amount promised was actually delivered. While ICEIDA did not at any time act irresponsibly in this case, perhaps it is worthwhile exercising due caution when undertaking new projects involving buildings, particularly if agreements are being made with relatively inexperienced partners or when language skills may lead to misunderstandings.

Most of the activities at the centres have received partial or full funding from ICEIDA, but almost without exception, this funding has only been provided upon the presentation of an activity plan and a budget. More recently the budgets have been broken down into monthly cash flow requirements. Amounts needed are usually paid directly from ICEIDA into project accounts managed by the coordinators, in cooperation with management committees.

Some irregularities arose in one project on the signing of cheques, which were usually to be signed by the coordinator and at least two members of the management committee. It still remains unexplained that the relevant bank accepted the cheques with only two signatures. No problems arose however in the other two cases where coordinators have managed funds. One solution is perhaps to introduce tighter financial control, perhaps at the municipal level, but at the same time this removes some of the responsibility which the management committee should carry for the financial affairs of the centre.

Salaries of many of the longer-term staff that have been paid by ICEIDA are at least as high, if not higher, than comparable salaries being paid in Namibia. In part this was a response to the constraint that it was not possible to offer people in a project permanent employment. This is a situation that must be faced both by the staff involved and the management committees as ICEIDA scales down or withdraws its financial support. The salaries of the coordinators were however determined with reference to municipality scales.

One of the costs of running the kindergartens has involved the provision of a snack or meal for the children, and in some cases, ICEIDA has paid for a cook to prepare the meal. By all accounts this service is indispensable to the welfare of the children, many of whom come without a snack to school. Indeed in the case where ICEIDA has the least support, this

aspect was singled out by one interviewee as that most necessary if a choice of support has to be made.

- Efficiency has been exercised in the ICEIDA-supported projects in the use of funds through careful monitoring and accounting activities.

Effectiveness of the projects

What assumptions are made about the external factors which may affect whether the project purpose is achieved/achievable or not? What might affect an increase in literacy among women, enhance the quality of life for children and youngsters and influence the establishment of management structures?

Increased literacy

It is not certain to what extent those involved in the day-to-day activities of the projects have actually thought of “literacy” in itself as something problematic or complex and which has spawned hundreds of research projects, including that carried out by the technical adviser prior to her tour of duty in Namibia.⁹ Early work, preceding the actual projects, drew on the development and implementation of the National Literacy Plan in Namibia (NPLN) whereby objectives would be achieved through appropriate materials and methods aimed at the adult learner. These materials contain a variety of approaches often with guidance for the teacher, and some of the learning tasks build on tasks to be carried out in daily life (e.g. filling in forms, applying for jobs, moving from the rural areas to the cities).

At independence illiteracy was recognised as one of the problems that had to be addressed in order to redress some of the inequities which education under apartheid had left behind. Literacy was not operationally defined by the ICEIDA-supported projects. The assessments built into the National Literacy Plan would provide indicators of progress.

The interviews with the twelve learners provided evidence that expectations have been created and met, learners have acquired ‘knowledge’, have ‘learnt’ English, ‘know how to do things. This evaluation did not extend to so-called tracer studies where individual learners are followed through time. Literacy promoters however spoke of success in terms of employment, successful learners had found work, literacy was a stepping-stone towards learners being more able to earn a living, to look after themselves.

Some of the learners were newly enrolled in basic or advanced English and in some of the interviews they were still very hesitant about expressing themselves in English. In one case three were interviewed together – one hardly spoke until late in the interview, one was voluble in the vernacular and the third both translated for her classmate and spoke with confidence about herself. In a second case, the learners were considerably more confident

⁹ Sjöfn Vilhelmsdóttir. 1999. Women's literacy: an outcome evaluation of ICEIDA's adult literacy projects in Namibia. Master's dissertation submitted to the Graduate School of International Studies, University of Denver.

in Afrikaans than in English. This was also the case in one of the interviews with a kindergarten teacher. (The legacy of apartheid has a long shadow). In two of the centres, classes in German and Afrikaans had been proposed, in the latter case to help women in obtaining domestic work. There was however no general disagreement with the policy that in the new Namibia, the official language is English, however much that complicates life for older people.

It was hard to get accurate figures of the throughputs in the literacy centres – we cannot say with any certainty exactly how many of those entering Stage 1, for example, leave four years later as scheduled with an Adult Upper Primary Education (AUPE) certificate. Attendance at classes can be affected by family circumstances and the time of the year. Also, as the literacy promoters pointed out when asked, “learners learn at different rates”.

The project concept in Walvis Bay (Kuisebmond) is worthy of particular attention. Only those attending literacy classes are able to enrol their children in the kindergarten and are entitled to attend needlework classes. Already two groups who have finished the literacy and needlework courses have formed workgroups in order to produce and sell items sewn or knitted by the group.

In Lüderitz there is no formal linkage between the literacy classes and the needlework course, though the needlework teacher did say that her students had to take a written test before obtaining their certificate. In Swakopmund there was a demand for sewing classes that could not be met with existing facilities.

- A more detailed evaluation study would be both useful and of interest to consider more carefully the relative effectiveness of the more holistic approach to literacy and mothers in Walvis Bay as compared with the discrete approach in the other centres. Are there gains for the individuals in the holistic approach that are not possible in the other centres? Conversely, could it be unnecessary to link the activities?

Quality of life for children and youngsters

The “quality of life” for children and youngsters was not operationally defined either, but here too the work being done in Namibia on early childhood was to provide the context for the kindergarten activities. Most if not all of the kindergarten teachers have taken part in short courses on early childhood in recent years. In Namibia parents still bear the final responsibility for educating children and caring for them in pre-primary years, though in recent years policy making has been in the hands of the Ministry of Women and Child Welfare. There is though sometimes a gap between policy-making and practice. The ICEIDA-supported projects have tried to address the issue of care for children from disadvantaged sectors of the community. This has usually meant children from the poorest homes, or where (single) mothers are illiterate, or where children are orphans or considered vulnerable.

One project purpose was to increase the quality of life for children and youngsters. If we deal with the latter first we find that the ICEIDA-supported projects have reached youngsters in two ways though neither has been a major focus. In the literacy classes in Walvis Bay, there were a number of girls in their teens (aged 13 to 15), girls for whom formal schooling from age 6 or 7 had not been realised. As they grow older there is less chance of them being enrolled in ordinary schools. These girls are not alone, judging by a recent article about the number of children not in school in the Mondesa suburb of Swakopmund, in which the Mahetago Community Centre is based. Adult literacy classes are thus functioning as a safety net for these youngsters in Walvis Bay, allowing the girls a modicum of schooling.

After school classes have been offered in two of the centres. The most vivid example is currently in place in Lüderitz. Here two groups of primary school learners are given support with their homework for a term at a time. Longer periods are not allowed in order to provide more learners with the opportunity of receiving supports. General language and numeracy skills are emphasised by the teacher. These classes have been offered with support from ICEIDA. Actual effectiveness of this intervention could not be assessed in the evaluation but an interview with the teachers providing the service showed commitment to children whose home environment may not necessarily provide the sort of stimulation one might expect in a literate home.

In recent years several hundred children have been enrolled in the kindergartens in the ICEIDA-supported centres, though the material resources available within each kindergarten differ. Kindergarten teachers are adamant that the facilities and activities have been effective in providing a safe and caring environment for four to five hours a day, this being especially true of the children from the most disadvantaged homes.

The evaluation did not allow for much more than a cursory examination of the actual activities. It is evident though that they are constrained by large numbers (especially so in two cases), limited resources, and cultural norms and expectations. Up to one hundred children in relatively confined spaces are not able to get much individual attention to learning, nor is it possible to engage children much in theme work or projects. A range of educational toys, donated by the Spanish, were still in their original cellophane wrappings in Swakopmund, awaiting shelves. When the evaluator visited one of the centres, the task for the day was for the children to practise writing their names, each of which had been meticulously written out, in solid letters and dotted letters, on half an A4 page.

- It must be concluded though that despite the limitations of the resources, that the ICEIDA-supported projects have made an effective contribution to an increase in the quality of life for some children and youngsters. The question now would be whether the facilities could be put to even better use, perhaps with more staff, or with more activities in the afternoons.

Decision-making

Some years ago, and as discussed earlier, the Namibian government introduced a decentralisation policy, the components of which were to be phased in bit by bit. Local government was to take on an increasing role in community decision-making. We come then to the effectiveness of the management structures now in place, i.e. the management committees and coordinators in three of the centres. The absence of such a structure in the fourth centre (in Usakos) throws into sharp relief that whatever difficulties have been encountered in the other three, the very existence of such structures has provided a forum for an exchange of views and for managing the centres.

The committees are hampered by the fact, as mentioned earlier, that in each case there have been several committee members who have shown little commitment to the project work and the running of the centre, by attending meetings sporadically or not at all.

Although it was suggested in one case that a solution could be increase the number of members, it is not at all certain that this would lead to more engagement with the duties required.

This evaluation could only scratch the surface of local politics in Namibia but these evidently have an influence on the functioning of the committees. Local elections are being held in Namibia in mid-May and in at least one case these should open the way for a new mandate.

Another issue is the extent to which the committees should be linked to the administrative functions of local government, as well as or instead of being linked to the political functions. There are arguments both for and against such ties. On the one hand efficiency and monitoring might be strengthened; on the other hand ties to the community might be weakened.

The underlying issues are though ones of accountability, of reporting and monitoring, of ownership. Which structures would best lead to a real sense of self-determination and ownership for what is a community matter, for participation in local decision-making. Also needed though is a careful look at the interaction between the coordinators and their management committees. This is particularly acute now when decisions need to be made about the future, about the effectiveness and relevance of the current activities, and their sustainability and the contribution they are making towards the wider community.

- In summary then, it could be said that the management structures now in place have yet to be tested for real effectiveness, for the contributions that they can make towards furthering ownership of the centres and in arousing the interest of local business and organisations, NGOs and other cooperative partners. They also need to develop further the notion of full social and financial responsibility for the centre and the development of more effective reporting and monitoring procedures.

Operational lessons learned

The projects under scrutiny here were unusual in that project documents did not exist for two of the projects and were only created when the projects were well under way. The project goal hierarchy at the end of the previous chapter is therefore something of a fabrication but it was created as a tool for the evaluator to facilitate discussion and analysis of the project with management committee chairpersons, all of whom agreed that the components had been the essential elements in the projects. Perhaps development might have been limited if plans had been made too far in advance; activities could respond to changing circumstances and the cooperative parties could work towards an understanding of what the project has involved.

What committee chairmen would like to see are clearer guidelines about the responsibilities of committees and more formalised reporting procedures. This includes the information about project activities that goes only to ICEIDA and not also to the management committees. The role of the municipality must be clarified and staff development must be provided for in the activities and the budget of each centre. There are some grey areas in the income and running costs of two kindergartens and in the use of the income from the leasing of facilities in the community centres. These operational hitches should be ironed out in the next few months.

Agreements about the length of the projects were all signed several years ago, in 2000 or 2001. All agreements stated that the projects would end at the end of 2004 (or earlier in the case of Usakos). Yet it seems that the management committees have put off most forward planning until after the evaluation had been carried out. It might have been useful for project development and for the evaluation if some forward planning had been carried out by the decision-makers prior to the evaluation, or indeed in spite of the evaluation.

Opportunities have been lost, for example with regard to budgets for local authorities from July 2004 to 2005 which might have led to a more phased withdrawal of financial support than appears possible at present. It is difficult to say where the fault lies but it might be fair to say that ICEIDA should have offered its local partners more support in planning for reduction or withdrawal than it has done over the last year. This should have been viewed as a project activity just as valid as the building of facilities or the planning of educational activities.

A third lesson is still being learnt and can be traced to the Usakos project where ICEIDA support was largely limited to the building of facilities. Because of a decision at the main office in Iceland, little provision was made for the running of activities or the building up of management structures. Also, decision-makers in Usakos simply didn't ask for more assistance. Can it be considered good operational practice to not make provision for, nor discuss with partners, activities that have been considered essential in similar projects? This is not to say that ICEIDA should have provided assistance which was not asked for, rather to raise the issue of when is it appropriate to promote dialogue with partners and assist with the articulation of their needs.

5. DEVELOPMENT ISSUES

Impact and sustainability

In the previous section we considered the extent to which the projects have been effective in achieving their purpose. Here we will consider the impact “with positive and negative consequences, whether these are foreseen and expected or not” (Samset 1993, p. 38).

The purpose of the projects has been achieved to a greater or lesser extent, as we have just seen. Tracer studies of individuals and closer scrutiny of the literacy and kindergarten activities would give us a better idea of exactly how the projects have been making a difference. It is clear at an individual level the project activities have made a difference – the self-confidence of the learners has increased, they have taken on new challenges and they have encouraged others to take part in activities at the centre. The staff too have had to take responsibility for their actions as they have been part of a team moving towards the same objective, thus it would be fair to say the projects have had an impact at the institutional level; not only have new institutions been created, but managerial procedures for running the institution are being tried out.

In interviews with project participants it was clear that the establishment of the community centres has achieved the purposes *for which they were designed*, but now new possibilities and needs are emerging. The holistic approach in Walvis Bay is perhaps the most expensive, but at the same time may be particularly effective. Caution must be exercised; in making plans for the centres, the baby should not be thrown out with the bathwater.

At the same time, the needs of other disadvantaged groups are emerging more clearly. For example, there are youngsters who have a range of needs depending on their material and educational circumstances. The present work has reached some youth through after-school activities or on a smaller scale through activities for out-of-school youth, including participation in adult literacy programmes.

In one of the interviews with local authorities, a convincing argument was made for the renovation, upgrading and provision of sports and recreation facilities for youth, who only have a limited choice of ways of entertaining themselves. An evaluation report provided by the National Planning Commission on the development of a multi-purpose youth centre indicates that youngsters are starting to receive particular attention in some other parts of Namibia.

Several interviewers also identified the need for vocational activities such as carpentry. This is usually mentioned at the same time as the need for activities for men is pointed out. It is worth noting that although most of the current activities have been directed at women and children, men have been in the majority in the management committees. Almost everybody mentions computer classes or computer literacy. The most visible vocational

activity has been that of needlework, and to some extent, appropriate paper-based technology, though in the latter, it is difficult to tell whether there has been any obvious progression of skills.

Does the impact justify the investment? What happens when the end of the current agreements is reached?

It is possible to say that the impact has justified the investment; gains at the individual level have made new opportunities available to women, young children and some youngsters. The positive experience of taking part in the activities of the different centres will remain with participants for years to come. At the institutional level, coordination and management procedures have been developed which will be useful irrespective of the training emphases in the centres over the next few years. At a meeting with the chairmen of the management committees that the social and educational criteria identified at the end of the second chapter have generally been met in these cooperative projects.

Decisions about the sustainability of the projects are now in the hands of the management committees. The chairmen are ready and willing to decide to what use the community centres will be put - whether similar educational opportunities will be offered, and if so, under what conditions or whether new types of opportunities will be developed, either alongside or in place of the present activities. They will also decide on how the centres will be managed. If they wish, they will submit new requests for funding to ICEIDA, at least for some of the activities, but they are also willing to explore new options for cooperative partners or to have broader partnerships, for example, with local industry or local service clubs.

Developmental lessons learned

There is a theory that is and has been much applied in educational activity called *activity theory* (for a good example, see Jonassen and Rohrer-Murphy, 1999). A cornerstone of this theory is that as individuals carry out tasks to achieve a purpose, the carrying out of the task itself can and does change the nature of the task as we reflect on the task (through our consciousness). It should come as no surprise then that the tasks of establishing the centres, appointing coordinators and developing managerial structures have changed the perceptions of the actors and the tasks themselves. Project participants have had the opportunity to try out ideas in a secure structured environment; the context around them is changing; new goals are emerging. This does not mean though that the needs identified a few years ago have been met; there is just more competition between needs.

In discussions at the National Planning Commission it was suggested that economic and social changes in Namibia have been so rapid over the last few years that even project plans made only a few years ago, such as in 2000 or 2001, are already in need of revisions. New imperatives are emerging. The HIV/AIDS crisis is having far-reaching effects on staffing in government services, at national and local level. Some cooperative partners are

leaving the country. Economic and social gains are being made in a number of areas but difficulties remain.

The project purposes originated largely in grass-roots work and indeed no project documents were available in the early stages of the activities. This was followed by four years of technical support from ICEIDA in which major activity with regard to the facilities was undertaken and consistent support provided to project participants at all levels. There are two things to be learnt from this.

The ideas emerging from *grass-root* work have as much credibility as ideas emerging from policy making at government level and whenever possible, justification for the one should be sought in the other. In practice this means that in the planning of new projects, top-down decision-making and identification of needs should not be the only source of project ideas; the voices of the participants and the communities in which they live should also be heard and recognised. A first step could be the inclusion of learners or new graduates on the management committees. This recognition of the need to ensure that everyone's voice is heard is a necessary condition but is not sufficient. Needs assessments may have a role to play here.

The notion of coordination (of *agency*) will be important and must not be underestimated. The development of new projects and further development of existing projects will require good coordination (an effective agent). This evaluation was carried out a year after full-time technical support was withdrawn and the centres were running with minimal support from ICEIDA. Thus it might have been easy to undervalue the coordination that went into keeping the projects on task, moving participants towards the objectives and formalising the activities in project documents to facilitate discussion at a policy and decision-making level. By now the sense of ownership is strong but the hands-off management policy by ICEIDA in the last year may have been mistimed.

The impending evaluation was used by many to delay discussions of the future. Management committees had not started to address the problem of what will happen when financial support is withdrawn, though they had got used to the idea that the technical support was over. Support must be provided to the committees at all stages – now to existing committees as they are faced with the task of preparing for a reduction or withdrawal of support from ICEIDA and in the future to new committees as they begin the work of managing new activities. This support could be provided through short workshops for all participants followed by on-site discussions.

6. CONCLUSIONS AND RECOMMENDATIONS

Conclusions – have project criteria been met?

We have applied the criteria of *efficiency* and *effectiveness* to the operation of the projects and have discussed these with the chairmen of the management committees. There is general agreement that the projects have been efficiently managed in all major respects, and that any difficulties encountered have been incidents from which both ICEIDA and its partners might learn. The projects have been effective in achieving the objectives of increasing literacy, especially women's literacy, and in improving the quality of life for some young children and youngsters. It has also been effective in establishing management procedures, both with regard to the day-to-day coordination of activities on site, as well as to the management, which is approaching independence.

When we turn to the developmental criteria we find that not all aspects of *sustainability* have been considered yet, such as the financing of running costs, but it is clear that the management committees are willing to assume responsibility in decision-making. Well-trained staff are in place in the present projects and a wealth of experience has been collected that should benefit local communities in one way or another. Further work must be done on reporting and monitoring in the next few months. The literacy projects make an *impact* at individual and group level. It is too early to assess the impact of the development of management structures.

Conclusions – have social criteria been met?

In the second chapter an attempt was made to situate the ICEIDA-supported projects in the Namibian context. Six criteria were presented for use in the evaluation. If the statements are found to true then the criteria have been met. These criteria were discussed with the management committee chairmen and agreement was reached on them all. It seems clear that the ICEIDA-supported projects are seen as particularly *relevant* to Namibian priorities, especially with regard to community activities and to education.

The contribution of ICEIDA activities to the decentralisation of functions related to community development has offered the opportunity for local authorities to participate in their own decision-making. ICEIDA has used methods of cooperation that encourage the values of local ownership and participation and lead to sustainability and empowerment. The opportunities to develop and manage the own decision-making structures for the community centres and the involvement of the local community and/or local authorities were thought by all to have been a useful part of the process.

Activities of the ICEIDA-supported projects have been carried out in the spirit of the Education for all policy adopted by the Namibia government, and have worked towards access, equity, quality and democracy. ICEIDA projects have contributed to increased literacy among women and the acquisition of functional knowledge in the broadest sense.

The literacy projects have been carried out in the spirit of the policy adopted by the Namibian government and have contributed to the development of individuals and institutions. More women have had access to literacy education under secure democratic conditions.

Children in disadvantaged communities have been provided with early childhood educational opportunities in a secure environment. Women in disadvantaged communities have been empowered by their participation in project activities

There are success stories among the children who have moved from kindergartens into local primary schools and among women who have created business opportunities for themselves or found gainful employment as the result of their newly acquired skills.

Future activities

What next? Uppermost on everybody's minds during the evaluator's on-site visits was the future for much had been made of the role of the evaluation in deciding future options. Where would the literacy learners and promoters be this time next year? What would become of the kindergarten activities? Many convincing arguments were presented for the continuation of present activities but most were willing to consider changes in the way in which they were managed.

When asked, one committee member in Walvis Bay, said that she felt that the *role* of the centres was to empower women and create independence and that it had met and could continue to meet a need in the community. Another said that by attending courses people would be able to increase their income and that there was a definite training need. He added that he would like to see the centres involve men as well, perhaps with woodwork activities, and vocational schemes that gave accreditation. This was also mentioned at other centres. A third committee member felt that the centre should complement other activities and perhaps it was time to enlarge the scope of the training offered. It would be important to wait for the outcomes of the needs assessment when planning for the future. Another member in Walvis Bay noted though that the centre however should not become a multi-purpose centre as one already existed in Kuissebmond; it should remain a centre focussing on women and children. The Mahetago Centre is the only training centre in Swakopmund and as such it was important that it should continue to function and offer activities that are useful for the local community.

Further cooperation with ICEIDA was considered desirable. In Walvis Bay it was hoped that new project activities could be built on the good base that had been established. At the Benguela Centre the committee said that it hoped that the current project would be considered as Phase I with a new project Phase II starting in 2005. In Usakos the kindergarten committee was willing to submit a new proposal to ICEIDA. All of the centres were however also willing to look for other ways of funding and developing their activities. We can group the ideas presented for the future into several different options.

Specific training activities were mentioned such as:

- Continuation of literacy classes
- Continuation of kindergarten activities
- Computer literacy
- Additional classrooms, for new courses and for the kindergartens
- Cooking classes and facilities for offering them
- Training to serve the tourist industry, both local and international
- Vocational training, e.g. woodwork, mechanics
- Expansion of needlework activities – more sewing machines, a knitting machine
- Music courses, for example on a keyboard, piano or organ
- Business course
- Legal courses and civic education.

An expansion of facilities was called for:

- Classrooms with computers for the teaching of computer literacy
- Additional classrooms for kindergarten activities
- A black or white board in community halls for teaching purposes
- A classroom to teach cooking
- Playground equipment.

Additional materials are desirable:

- Provision of food for children/feeding scheme
- Mattresses and blankets for kindergartens
- Books for literacy classes
- Stationery (pencils, books, pens).

Social activities and support were mentioned:

- Soup kitchen
- Recreational/entertainment facilities for young people¹⁰
- Renovation of sports facilities
- Developing ecotourism and involving the community
- Student exchange schemes.

Staffing and staff development were also mentioned:

- Ensure that there are cooks for the kindergartens and that they are paid
- Training of trainers, perhaps outside Namibia

Strategic activities needed at the management level included:

- Revised reporting mechanisms between ICEIDA, management committees and local authorities
- Establishment of a trust fund
- Assignment of direct responsibility to a local authority, for example, with regard to finances
- Contacts with local industry
- Involvement of tourists.

¹⁰ An interesting youth project funded by the Dutch is described in a report by de Ryckman de Betz (2003).

Recommendations

The director of ICEIDA wanted an answer to two questions – here an attempt will be made to answer them.

Question 1:

Can ICEIDA withdraw from the current projects as planned and at the same time be satisfied with the outcomes? If not, what remains to be done?

ICEIDA could withdraw from the current projects, as planned, as this option has been clear ever since the agreements were signed several years ago. The evaluator is not sure that ICEIDA would be entirely satisfied with the outcomes if all doors were closed on January 1st 2005. What remains to be done is for all participants (including ICEIDA) to make provisional plans, learn from the present projects and be better equipped to take on new activities than they are at present.

Short-term agreements with partners should be agreed to as soon as possible, but before September 2004, recognising the following steps:

- *Specific structured support* in a cooperative environment for present partners is envisaged for the next year or so. An example is discussed further below.
- *Planning with management committees* should begin soon with regard to some reduction of funding in January 2005, and further reductions in July 2005 and again in January 2006, i.e. *a phased withdrawal*, giving partners a period of grace but also requiring them to begin the process of prioritising their activities.
- *New project proposals* with current cooperative partners would be assessed each on their own merits and if new financial support is agreed to, then it would be independent of the phased withdrawal.

It would be useful for all parties to plan and agree to a combined short-term **mini-project** for the period July 2004 to June 2005 during which ICEIDA and its present cooperative partners have time to assess and reflect on changes in their local settings and at a national level.

Certain key activities would take place during the mini-project and ICEIDA would provide financial and human resources (preferably but not exclusively from Namibia). ICEIDA and its partners still have a lot to learn from each other. During the last few months two coordinators have exchanged visits. A new coordinator has been appointed in a third centre. It would be timely to appoint a coordinator in a part-time post in the fourth centre. During the evaluation the management committee chairmen met formally for the first time. These visits and meetings have proved to be a valuable means of learning from one another, and much remains to be learnt. A Namibian should be appointed to coordinate the mini-project with a steering group made up of representatives from the different projects currently in place.

The **premise** on which the project and withdrawal phase is built is *capacity development*, about which Lopez and Theisohn (2003, p. 1) have said:

Grounded in ownership, guided by leadership, and informed by confidence and self-esteem, *capacity development* is the ability of people, institutions and societies to perform functions, solve problems, and set and achieve objectives. It embodies the fundamental starting point for improving people's lives.

There is now a growing understanding that capacity development unfolds over the long-term, and can easily be undercut by insistence on short-term results ... it takes place across three overlapping layers; individual, institutional and societal. Each point involves learning and adopting acquired knowledge to meet local needs.

The **goals** of the mini-project would be two-fold:

- to enable local communities to reflect on cooperative projects with a view to strengthening decision-making at a local level, where decision-making is based on a gathering and sharing of information.
- to provide an opportunity for ICEIDA to prepare itself for an expanded role in cooperative projects in the social sector of Namibia.

The **purpose** of the mini-project would be:

- to enable project participants (committees and coordinators, as well as teachers and other staff) to review their strengths and weaknesses with colleagues from other projects (both those supported by ICEIDA and other projects).
- to enable management committees to identify and take ownership of new/continued activities in the community centres.
- to enable ICEIDA to learn from its recent partners as it further develops its activities in Namibia.

Inputs into the mini-project would include workshop activities, presentations and assignments to be carried out within local communities. The activities would support project management and the preparation of project proposals, including the issues of shared responsibilities and reporting and monitoring procedures. Another input during the mini-project would include needs assessments in each community as a source of information for planning. A coordinator, sponsored by ICEIDA, would manage these activities.

Outputs of the mini-project would include cooperation between project partners/local communities. Other outputs include plans for the withdrawal of ICEIDA support (in its present form) and plans for new activities.

Participants in the mini-project would be all those currently involved in the social projects supported by ICEIDA. Not all participants would take part in all activities.

The **activities** would include at least the following:

- Two or more workshops with inputs on social and educational needs in Namibia, development policies, the effects of decentralisation, each with sessions that build on the experience of the participants.
- Needs assessments in each community (one is almost ready in Walvis Bay) to provide an information base for further development.
- Assignments on planning in the light of the needs assessment, assessments of present projects, project preparation, identification of local cooperative partners.
- Presentations by projects on plans for social and educational activities in their community centres and other related activities followed by discussion.
- Exchange visits.

The director's other question to the evaluator was as follows:

Question 2:

What aspects of planning and implementation of social projects should be kept in mind when ICEIDA plans new projects in Namibia?

It is my opinion that it is too soon to present answers to this question and maybe even inappropriate to do that, and that first some more fundamental issues need to be addressed.

ICEIDA is at a crossroads and new paths in development work are about to be followed. Development aid is to be increased and the Icelandic presence in Namibia is to have diplomatic status. Iceland's interest in Namibia comes at the same time that other cooperative partners are leaving or providing support in new ways. For example, the Swedish and the European Community will provide sector-wide support to education, with budgetary support, and they encourage other development partners to provide budgetary support or project assistance that could be integrated into the Education Sector Programme (2003).

Namibia too is at a crossroads. In the decade after independence the policies of the 1990s looked to history and were all concerned with redressing the injustices of the former regime; the justification was always to be found in the past imbalances. Yardsticks were found in what might have been. The Namibia of today though looks forwards and is creating a vision of what might be, at the same time that it fights the scourge of AIDS. Namibia will try to reach the United Nations Millennium Development Goals (MDGs) by 2015 and in so doing will make a determined effort to address poverty, literacy, health and gender issues (see Appendix 8 for a summary of the goals). A policy document entitled *Namibia Vision 2030* will shortly be released by government (Office of the President 2004). Here different situations have been subjected to critical analysis, with worst case and best case scenarios, and what needs to be done or avoided.

Iceland will be privileged to work with Namibia as its people look forward and build its future. The individual learners that were interviewed during the evaluation feel empowered. The small kindergarten children are exuberant as they speak in English to foreign guests and graduate to local primary schools. Government is clear where it wants to go. Iceland would like to be a part of this happening, this development process, and it has the necessary credentials – high literacy rates, a liking for democratic processes, a quest for quality and a long history of fighting for independence on its own terms. And that is the crux of the matter. How can the two countries work together on cooperative projects and at the same time fight for independence *each on their own terms?*

Iceland would like to continue to base its work on the participatory approach that was discussed briefly in the section of social and educational criteria. In Table 1 a typology of what ‘participatory’ has meant in practice was presented, taken from Cornwall (2000), and that they mean different things for implementing agencies and to those on the receiving end. Two forms are of interest here, the representative and the transformative.

- In the case of *representation* it is claimed that ‘participation’ for implementers is intended to avoid creating dependency while for those on the receiving end it is a chance to influence the shape the project takes and its management. It was clear in the evaluation that the management committee chairmen felt that they had been given a voice in decision-making in the projects, and it is thus my assessment that participation in the projects, as they are at present, have been mainly in the representative form.
- In the case of *transformation* it is argued that ‘participation’ for implementers is to strengthen people’s capabilities to take decisions and act for themselves and for partners it is being able to decide and act for themselves.

It is my feeling that if ICEIDA wishes to take part in the construction of Namibia’s future then it must move its notion of ‘participation’ to the transformative form. This will also require a long-term commitment. This will also involve more risk-taking than is apparent at the moment. This means a careful and patient approach is needed to the identification and development of project ideas and their subsequent planning. Real participation must be present from the beginning of the process. As mentioned earlier, it may in the end have been of benefit to the participatory approach that was to be an underlying theme in the present projects that formal project documents were not available at an earlier stage.

When it comes to implementation, the approach to participation adopted by ICEIDA will have an even stronger effect on whether the form can be said to be truly transformative. In the present projects ICEIDA has monitored payments impeccably, with no disbursement unless ICEIDA is fully satisfied with the reasons for it, and irrespective of steps taken or decisions made by the management committee. While praiseworthy this attitude towards cooperative partners must be looked at more closely in the future if participatory approaches are to be used. For example, there appears to be an inherent contradiction with disbursement by ICEIDA and the statement in the operational guidelines that the

committees bear '*full*' social and financial responsibility' for the running of the centres. The ICEIDA approach seems to be justified with reference to the fact that the funds come from the Icelandic tax-payer. It therefore assumes, by extension, that the Icelandic tax-payers themselves all have a cautionary nature and are not willing to take risks; the extent to which this is true has not been ascertained. In addition Icelandic law currently states that ICEIDA shall always oversee all of the projects that it sponsors. Thus it would seem that both the law and prevailing attitudes limit options for moving from representative to transformative participation of cooperative partners.

Issues of participation and empowerment are also a part of the gender and poverty debate, as referred to also in the second section, where Cornwall (2000) was quoted as having pointed out certain tensions in development approaches. How does an 'expert' function in a project which builds on a participatory approach? How does a project cope with 'dissent'? What does a focus on women do to other forms of 'gendered powerlessness'?

ICEIDA is at a learning threshold and Namibia could become the learning environment in which ICEIDA and Namibia together learn about what is needed when a participatory approach to development cooperation is adopted. It will not be easy, nor will it happen quickly. Economic, social and political changes in both countries will have an influence on what work needs to be done, what can be done and what is most urgent. But the yardstick by which future projects will be evaluated is surely the extent to which they have in the end contributed to capacity development, to "the ability of people, institutions and societies to perform functions, solve problems, and set and achieve objectives".

It is imperative that ICEIDA reflects more carefully on what it means when it says that it would like to use a 'participatory approach'. It may not be essential for ICEIDA to move to the transformative form, but it is necessary that the level of participation possible or expected of its partners should be made clear, and that furthermore the level is appropriate for project work envisaged in Namibia.

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APPENDICES

A1. Terms of Reference for the Evaluation

**Terms of Reference for an Evaluation of
the Icelandic International Development Agency's (ICEIDA's)
support to Social projects in Namibia
1994 - 2003
to be carried out in 2004.**

1. Project background

ICEIDA's support to the social sector in Namibia can broadly be divided into two periods: 1994 - 1998 and 1999 – 2004. During the earlier period the Agency supported two small "charity" like projects supervised by ICEIDA volunteers: "Help Yourself Project," a women's literacy project in Walvis Bay, and Lüderitz Literacy Project in Lüderitz. In 1999 the assistance to the social sector was further expanded and strengthened with the appointment of a technical advisor to co-ordinate ICEIDA's social programmes in Namibia. The advisor's main task was to take over the co-ordination of ICEIDA's non-formal educational projects in Walvis Bay and Lüderitz, as well as to start dialogue with local governmental organisations and NGOs aimed at involving them in the projects' operations. From 1999 to 2003 ICEIDA's support grew into a programme with 5 projects: Lüderitz Literacy Project, Benguela Community Centre, ICEIDA Training Centre (including Help Yourself Project), Mahetago Community Project and Hakhaseb Community Centre.

The social sector programme has two components which are:

- Providing financial assistance and technical support to local communities in establishing and running non-formal educational projects aimed at uplifting the community.
- Assisting local municipalities and regional authorities in constructing and running community centres.

The support concentrates on the Erongo and Karas regions, as the projects are located in the coastal towns of Lüderitz, Walvis Bay and Swakopmund, and the inland town of Usakos. The projects follow largely the same model, although with a few variations.

1.1. Support to the Lüderitz Literacy Project (LLP)

ICEIDA has funded the Lüderitz Literacy Project (LLP) since its establishment in 1993. In the beginning the Project was supervised by a management committee, or to 1995 when it came under direct management of ICEIDA's. In 2001, ICEIDA and LLP's four permanent employees agreed on the Project becoming independent from ICEIDA in 2002. This meant that the four formed a managerial group, which as from the beginning of 2002, assumed managerial, financial and social responsibilities of the Project. At the same time, ICEIDA's role became limited to financial support and limited technical support.

From 1993 to 2001 LLP operated in a local community hall, but with the construction of Benguela Community Centre in 2001 the Project moved its operation to the new facility.

Target group

The Project's target group has changed over the years. In the beginning the Project's focus was on illiterate and semi-literate adults in the Benguela suburb of Lüderitz. In recent years the Project's target group has been pre-school children and out of school youngsters from low-income families in Lüderitz.

Development Objective

The overall objective of the project is to empower pre-school children from previously disadvantaged communities through pre-primary education. The project program activities will provide them with the necessary foundation required today for successful schooling in the formal education system.

1.2. Benguela Community Centre (BCC)

After a dialogue with Lüderitz Town Council, Karas Regional Council and Ministry of Regional and Local Government and Housing, ICEIDA signed an agreement, in 2000, with the regional authorities on the construction and operation of Bengeula Community Centre. The agreement stated plans on constructing a multi-purpose community centre in the Bengeula suburb of Lüderitz. The ownership of the building would be in the hands of Karas Regional Council but a management committee with representatives from the local public, private and community sectors would be in charge of the Centre's administration and programme activities. The Rotary Club of Lüderitz also became a party to the agreement as it contributed N\$ 200.000,00 to the construction of the Centre and committed itself to play an active role in the Project operation by serving on the Management Committee.

Target Group

Children and adults in disadvantaged communities--low-income families in Benguela and Nautilus-in Lüderitz.

Development Objective

The overall object of the Project is to uplift and empower disadvantaged communities through training and educational and recreational programmes.

Immediate Objectives

The Project's immediate objectives are as follows:

- Provide the Benguela suburb of Lüderitz with facilities for community training, educational and recreational programmes and activities.
- Establish a management body for BCC with representatives from all sectors of Lüderitz; the private, public and the community.
- Establish educational, training and recreational programmes and activities targeted at disadvantaged communities in Lüderitz.
- Enhance the quality of life of children and youngsters in the Benguela suburb through educational and recreational programmes and activities.
- Establish programmes that meet the target groups' practical and strategic needs.

1.3. Support to ICEIDA Training Centre in Walvis Bay (ITC)

The ICEIDA Training Centre/Help Yourself Project in Walvis Bay, was established in 1995. The project's main objective is to give unemployed women the opportunity to upgrade their education by attending literacy, English and AUPE (adult primary education) classes, and practical skills training. Yet, the project goes beyond basic literacy training as it aims to combine literacy classes with development education and practical skills training. Amongst other activities, the project offers needlework and cooking classes, business and child-care courses, gender training, and information sessions on health, social issues and human rights. The Help Yourself Project is operating in the ICEIDA Training Centre, a building constructed by ICEIDA in 1997. In February 2002, a year after signing a co-operation agreement with ICEIDA, the Walvis Bay Town became formally engaged in the ITC operation when the Management Committee (MC) held its first meeting. A Namibian co-ordinator was recruited in June, which marked an important step towards handing the project over to the local community and ensuring sustainability.

The target group

The target beneficiaries of the project are illiterate and semi-literate women, 15 years and above, in Walvis Bay with a special emphasis on rural migrants in Kuisebmond. The Project caters for women who have never been through formal educational system and those who dropped out at lower stages, before acquiring functional skills in reading and writing their mother tongue and/or English, and in numeracy

Development Objective

The overall objective of the Project is to increase literacy and English literacy rates among women in Namibia. With the recognition that literacy attainment can be a tool for empowerment the Project goes beyond basic literacy training as it combines literacy classes with development education and practical skills training.

Immediate Objectives

The project's immediate objectives are as follow:

- To increase literacy and English literacy rates among women in Walvis Bay.
- To increase training opportunities for illiterate and semi-literate women in Walvis Bay by offering various training programmes organised according to their special needs.
- To meet the practical needs of illiterate and semi-literate women in Walvis Bay by offering training programmes focusing on practical skills training, business training, child-care, and health care.
- To meet the strategic needs of illiterate and semi-literate women in Walvis Bay by offering training programmes and information sessions on social, health and gender issues, as well as self-empowerment and human rights.
- To engage the Walvis Town Council and the local community in the ITC operation by establishing a new management body for ITC and hire a Namibian co-ordinator to be in charge of the Centre's daily administration and programme activities.

1.4. Support to Mahetago Community Project in Swakopmund (MCP)

In October 2000, ICEIDA signed a co-operation agreement with Swakopmund Town Council on supporting the Mahetago Community Project (MCP) for four years. It is a community based educational project operating in a new community centre in the Mondesa suburb. The project's objective is two fold:

- To get the community involved in the running of the community centre, and
- To provide educational and training programs for pre-school children and adults.

ICEIDA's role in the project is to provide technical support and funds for coordination costs, equipment, and teaching materials.

1.5. Support to Hakhaseb Multi-purpose Community Centre

In February 2001, ICEIDA and Usakos Town Council signed a co-operation agreement on constructing a multi-purpose community centre. The agreement also made provision for assisting a community-based organisation—the Together Kindergarten—in establishing a pre-primary school programme in the new centre located in the Hakhaseb suburb in Usakos. The official opening of the Centre was on 20. September 2002.

2. Overall objective of ICEIDA's co-operation:

The overall object of ICEIDA's Co-operation is to uplift and empower disadvantaged communities through training, educational and recreational programmes and through increasing literacy and English literacy rates among women in Namibia.

3. Strategy:

ICEIDA provides assistance in the form of:

- a) Technical advice and training,
- b) Provision of equipment and material,
- c) Construction of community and training facilities.

One ICEIDA technical adviser was appointed as a project manager, co-ordinator and supervisor for the support funded by ICEIDA from 1999- 2003.

Special attention shall be paid to the projects strategy, where the aim is a participatory development to make people – the beneficiaries - central in the planning, implementation and evaluation of the development projects.

Starting Date & Budget:

Project	Period	N\$
LLP	2002 - 2004	761.000,00
BCC	2001 - 2004	916.000,00
ITC	2002 - 2004	1.777.000,00
MCP	2000 - 2004	915.000,00
Hakhaseb C. Centre	2001 - 2002	400.000,00
		Total: 4.769.000,00

4. Reasons for evaluation

In 2002 the General Agreement between Iceland and Namibia was reviewed. The Agreement will be valid until the end of 2004 and it is envisaged that the ICEIDA's support to Namibia will possibly come to an end at same time.

This external evaluation is undertaken in accordance with the Project Documents approved by the co-operation partners, in order to study the activities undertaken and the results obtained.

- The results and recommendations of the evaluation shall be a guidance for the involved stakeholders and staff in their future activities.
- It shall also be a guide for the involved parties in their decision-making regarding the future of the co-operation: continuation/changes/termination.

5. Scope and focus of the evaluation

The evaluation shall focus on providing information for ICEIDA and the Karas Regional Council, Municipality of Walvis Bay, Municipality of Swakopmund, Municipality of Usakos, keeping in mind the above mentioned project strategy and the relationship between the Municipalities and different grass-root committees, organisations and local NGOs, such as the Rotary club in Lüderitz. The evaluation shall be a learning experience for all the stakeholders, and the results and recommendations of the evaluation shall also be a guide for the future co-operation for the parties.

In general the evaluation shall:

- a) Consider the goals and purpose of the co-operation, as well as inputs and outputs and financial management;
- b) Assess the project implementation and progress of the projects activities in relation to the plans (PD);
- c) Evaluate the impact for the beneficiaries;
- d) Consider unintended outcomes of ICEIDA's support to the social projects.
- e) Provide a description of major constraints and risk factors for continued co-operation;
- f) Assess the degree of sustainability (as far as this is possible, bearing in mind that the social projects are multi-proposal and a learning process for all the participants (beneficiaries));
- g) Provide recommendations regarding future activities and support from ICEIDA.

The final draft is to be submitted to ICEIDA, the Projects management committees and the authorities in question.

6. Issues to be studied

Special attention shall be paid but not necessarily limited to the following issues:

6.1. Efficiency

Results achieved (inputs -outputs).

Have resources been effectively used in the project? What problems have arisen? Could they be avoided in similar projects?

- ✓ Review of the project organisation on all levels (including management, reporting and monitoring, human resources and technical backup);
- ✓ Assessment of financial management including disbursement of funds at the different levels and financial reporting;
- ✓ Assessment of staff development;
- ✓ Assessment of the infrastructure facilities, equipment etc;

6.2. Effectiveness

Achievement of objectives.

Has the project achieved its objectives? What has facilitated or prevented the effectiveness of the project?

- ✓ The potential of the project to reach the stated objectives;
- ✓ To which extent is the project progressing towards producing the anticipated outputs;
- ✓ Assess the relationship between the projects and relevant local authorities (and possible NGOs working in the same field).

6.3. Impact

Assess other effects of the ICEIDA support, *negative or positive effects?*

- ✓ Assess the impact of the training of the staff members;
- ✓ Assess the impact of the ICEIDA support (the project activities) on the target group.

6.4. Relevance

The direction and usefulness of the ICEIDA support..

- ✓ Assess the relevance of the ICEIDA support in relation to Namibia social and educational policy.
- ✓ Assess the relevance to other international development organisations or agencies' input and support to the sector.

6.5. Sustainability¹¹

The long-term viability of the project.

Which benefits of the project continue beyond donor involvement?

- ✓ Assessment of the projects potential to survive after termination of ICEIDA's financial and technical support
- ✓ Assessment of what kind of follow-up/exit strategy would be needed to secure the sustainability of the project.

¹¹ As far as it is possible, bearing in mind the project strategy and the overall objective of the co-operation.

The evaluation will be sensitive to unintended outcomes of the project.

7. Plan of work and methodology

The information collected will be both qualitative and quantitative:

- a) Interviews with the key informants, the co-ordinators, groups and individual staff and students, including the management committees.
- b) Meetings with the authorities in question.
- c) Access to reports, contracts and other material concerning the special ICEIDA's support and policy papers and reports from the municipalities and governmental authorities.
- d) Analysis of documents produced during the projects period.
- e) Observations of programmes activities.

8. Evaluation team.

Members of the evaluation team shall have a university degree or training in social sciences and/or pedagogic and have relevant experience in development work (from the social and educational sectors). Fluency in the English language is required.

Team leader will be: Allyson Macdonald

Appointed by ICEIDA and approved by the National Planning Commission.

Other team member:

Appointed by the National Planning Commission of Namibia and approved by ICEIDA.

Other resource persons will include:

- Project co-ordinators in Walvis Bay, Lüderitz, and Swakopmund.
- Chairpersons of the Project's Management Committees.
- Representatives of Walvis Bay, Swakopmund and Usakos Municipalities.
- Representative of Karas Regional Council.
- Representative the Rotary Club of Lüderitz (Ms. Ingrid Morgan).
- Managerial Group of Lüderitz Literacy Project.
- Gísli Pálsson, Country Director of ICEIDA in Namibia.
- Sjöfn Vilhelmsdóttir, former Project Manager of ICEIDA Social Sector Programme in Namibia.
- Sighvatur Björgvinsson, Director of ICEIDA, Head Office in Iceland.
- National Planning Commission of Namibia.

9. Timetable and reporting (duration one month)

Preparation for the evaluation will take place during 7 days in March.

Fieldwork will be carried out in Namibia for a period of 14 days, beginning on April 13th. A draft report will be prepared on-site.

The team leader shall have the main responsibility for the writing and compilation of the report. A draft report will be submitted to the Namibian co-operation partners and ICEIDA for comments before May 1st.

The final report will be submitted to ICEIDA, the Namibian co-operation partners and the relevant authorities in Namibia before May 10th.

The final report shall be submitted in English, one copy to ICEIDA and one copy to the co-operation partners (in Walvis Bay, Lüderitz, Swakopmund, Usakos and Windhoek).

The cost of the evaluation will be covered by ICEIDA.

List of Documents:

a) Sources in English

- 1) **General agreement on forms and procedures for development co-operation between the Government of the Republic of Iceland and the Government of the Republic of Namibia,** signed 22 September 1994 and extended in 2002.
- 2) **Evaluation of the co-operation programme between ICEIDA and Namibia.** Nordic Consulting Group. Final Report September 1998. 30 p. plus appendices.
- 3) **ICEIDA Newsletter, no 9, October 1998**
“Adult Literacy Programmes in Namibia,” by Sjöfn Vilhelmsdóttir.
- 4) **ICEIDA Newsletter, no. 12, October 2001**
“ICEIDA’s Social Sector Programme in Namibia,” by Sjöfn Vilhelmsdóttir.
- 5) **Women’s Literacy: An Outcome evaluation of ICEIDA’s Adult literacy Projects in Namibia.** The Graduate School of International Studies, University of Denver. Sjöfn Vilhelmsdóttir, March 1999.
- 6) **Project documents:**
 - I. Support to ICEIDA Training Centre in Walvis Bay, September 2002
 - II. Support to Benguela Community Centre in Lüderitz, January 2003
 - III. Support to Mahetago Community Project in Swakopmund (draft), January 2003.
 - IV. Agreement Between The Town Council of Usakos and The Icelandic International development Agency on Building a Multi-Purpose Community Centre (attached a Project Document), February 2001.

5) Annual Reports

- 2000. Annual Report 1999. ICEIDA.
- 2001. Annual Report 2000. ICEIDA.
- 2002. Annual report 2001. ICEIDA.
- 2003. Annual report 2002. ICEIDA.

6) Bi- Annual Progress reports.

- Jan -Jul 2001
- Jan - June 2002
- Jul - Dec 2002
- Jan - Jun 2003
- Jul - Dec 2003.

7) Project Manager's Final Report, Sjöfn Vilhelmsdóttir, May 2003

b) Sources in Icelandic

- 1) 2000. Langtímaáætlun Þróunarsamvinnustofnunar Íslands fyrir árin 2000-2004.

2) Ferðaskýrslur

- 1999. Skýrsla um ferð til sunnaverðrar Afríku 31.01.-16.02.
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 - 2000. Skýrsla um ferð til Afríku 22.01-11.02.2000. Björn Dagbjartsson og Árni Magnússon.
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 - 2000. Frásögn af ferð til Afríku 28.10.00-09.11.00. Árni Magnússon, Björn Dagbjartsson og Sigfús Ólafsson.
 - 2001. Frásögn af ferð til Afríku 14.02.01-07.03.01. Árni Magnússon, Björn Dagbjartsson, Sighvatur Björgvinsson og Elín R. Sigurðardóttir.

3) Fréttabréf um Þróunarmál

“Fullorðinsfræðsla í Namibíu;” Oddbjörg Kristjánsdóttir, maí 1996.

“Fullorðinsfræðsla í Lüderitz;” Albína H. Gunnarsdóttir, nóvember 1996.

“Grunnmenntun kvenna: Lykilatriði í félagslegri og efnahagslegri þróun;” Sjöfn Vilhelmsdóttir, desember 1999

“Þróunarsamvinnustofnun Íslands. Ágrip af 20 ára sögu”: Björn Dagbjartsson, apríl 2001.

4) Stöðumat á Félagslegum verkefnum í Namibíu; Margrét Einarsdóttir, maí 2003.

A2. Itinerary for the evaluation mission

8-12 th March	Preparation in Iceland, documents received, first overview prepared
16 th March	Interview with former Project Manager
25 th March	Interview with Director of ICEIDA
1 st -3 rd April	Preparations in Iceland
12 th April	Arrival in Windhoek, Namibia, preparation
13 th April	Preparation, meeting with Country Director
14 th April	Meeting with National Planning Commission, travel to Walvis Bay
15 th April	Visit to ICEIDA Training Centre, Kuisebmond, Walvis Bay
16 th April	Interviews at ICEIDA Training Centre
17 th April	Free
18 th April	Travel to Lüderitz and tour of district
19 th April	Visit and interviews at Benguela Community Centre and Lüderitz Literacy Project
20 th April	Interviews at Benguela Community Centre
	Travel to Walvis Bay, meeting with Management Committee of Mahetago Community Project in Swakopmund
21 st April	Visit and interviews at Hakhaseb Multi-Purpose Community Centre and Together Kindergarten, Usakos
	Meeting with Town Clerk of Swakopmund
22 nd April	Interviews at ICEIDA Training Centre, Walvis Bay
	Visit and interviews at Mahetago Community Centre, Swakopmund
23 rd April	Report writing
24 th April	Report writing
25 th April	Report writing
26 th April	Final interviews at ICEIDA Training Centre
	Report-writing and preparation for feedback meetings
27 th April	Feedback meeting with chairmen of management committees, Walvis Bay
	Travel to Windhoek
	Meeting with counterpart at National Planning Commission
	Meeting with Country Director on preliminary findings
28 th April	Feedback meeting with National Planning Commission
	Departure from Windhoek
1 st May	Report writing
7 th May	Report writing
8 th May	Report writing
9 th May	Report writing
10 th May	Submission of draft report
Late May	Submission of final report

A3. List of persons consulted

National Planning Commission

Mr Samuel H. /Gôagoseb	Director-General
Mr Penda A Kiiyala	Personal assistant
Mr Leonard N. Shipuata	
Ms Susan-Marie Pieterse	
Mr Axel Weiser	Permanent Secretary, Secretariat Director, Directorate of Development Cooperation Chief Economist, Bilateral programmes: Europe Sub-division Deputy Director in the Directorate of Development Cooperation
	Programme Coordinator, UNV Support to Capacity Building Initiatives in Namibia

Benguela Community Centre

Mr George Shimaneni	Chairman, Management Committee (MC), for Office of the Regional Councillor
Mrs Ingrid Morgan	MC – for Chamber of Commerce (Rotary)
Mr Richard Cook	MC – for Rotary Club (Chamber of Commerce)
Ms Elizabeth Shiyagaya	MC – for Ministry of Women Affairs and Child Welfare
Mrs Lisa Shilongo	Coordinator (BCC), pre-school teacher
Mrs Irene Shanjengange	Pre-school teacher
Mrs Baitha Swartz	Pre-school teacher
Mrs Nancy Mathews	Cook
Mrs Christiana Fingers	After school program
Mrs Christina Anderson	Needlework teacher
Ms Teresia Johannes	Learner
Ms Anna Martin	Learner, cleaner
Ms Sarafina Amagola	Learner
Ms Fikameni Valombola	Learner
Mr Lazarus Kambungu	Learner
Ms Anna Vlaujoma Edunja	Learner
Ms Laura Maisey	Volunteer, Project Trust

ICEIDA Training Centre

Mr U.M.N. Muatunga	Chairman, Management Committee (MC), Mayor of Walvis Bay
Mr Josef Damaseb	MC – for community
Mr Ivory Uirab	MC – for community
Mrs Pearl Scholz	MC – for municipality
Mr John Uushona	MC – for municipality
Mrs Annet Somses	Coordinator (ITC)
Mrs Lucia Nambundunga	Literacy promoter
Mrs Victoria Eiser	Kindergarten teacher
Ms Charlotte Paulus	Cook
Ms Ernestine Queeny Erkana	Needlework teacher
Ms Cornelia Uukele	Literacy promoter
Mr Michael Muhongo	Caretaker

ICEIDA Training Centre (continued)

Ms Loide Iita	Learner
Ms Delila Uugwanga	Learner
Ms Juliana Gertze	Learner
Ms Lina Naobes	Learner
Ms Josefine Musenge	Learner
Ms Ndapewoshali	Learner

Mahetago Community Centre

Ms R. Hoabes	Chairperson; Management Committee (MC); Mayor of Swakopmund
Ms Juliane Johannes	MC – community; also a volunteer teacher at MCC
Ms P. Kavita	Previous chairperson MC; councillor
Mr D. M. Nuseb	MC – Neighbourhood member
Ms Ingeloren Tjijenda	Acting coordinator
Ms Hilde Salomons	Previous coordinator
Ms Adalheid Gertze	Kindergarten teacher
Mr Richard Geingob	Literacy promoter
Mr Eckart Demasius	Chief Executive Officer, Swakopmund Municipality

Usakos Multi-Purpose Community Centre

Mr M. B. Goreseb	Mayor of Usakos
Mr P.M. Nauseb	Chair of Management Committee of Town Council
Mr S. I !Gobs	Chief Executive Officer, Usakos Municipality
Mr D. Minyoro	Manager, Technical Services, Usakos Municipality
Ms.xxxxx	Town Councillor

Mr E.K.R. Leinberger	Member of project committee
Mr Samuel H. Ochurub	Member of project committee

Ms Magdalena Kwandjomerai	Teacher, Together Kindergarten
Ms Monika Garises	Teacher, Together Kindergarten

ICEIDA

Mr Sighvatur Björgvinsson	Director ICEIDA
Mr Gísli Pálsson	Country Director, Namibia
Ms Sjófn Vilhelmsdóttir	Former Project Manager in Namibia, currently at the Iceland Head Office.

A4. Project development	Benguela Community Centre (BCC)	Walvis Bay Training Centre (ITC)	Mahetago Community Project (MCP)	Hakhaseb Multi-purpose Community Centre
Origins of the project	Luderitz Literacy Project which started in 1992 and has been supported by ICEIDA since 1993.	ICEIDA funded and supervised the Help Yourself Project since 1995.	An approach made by the community centre committee to ICEIDA in 2000 to support the kindergarten and to carry out repairs on the MCC	An approach made to ICEIDA by the women running the Together Kindergarten, followed by discussions with the town council.
Present agreement signed	July 2000, Letter of agreement	2000, Letter of intent	2000, Letter of intent	2001, on building the centre
Agreement ends/ended	December 2004	December 2004	December 2004	At handover of building 2002
Terms of agreement	Facilities built by ICEIDA on land bought from the Town Council and the building donated to the Regional Council. ICEIDA will provide funds for equipment and coordination. MC bears financial and social responsibility	Facilities built by ICEIDA and donated to the Town Council. ICEIDA will provide funds for equipment, training activities and coordination. MC bears financial and social responsibility	Facilities renovated by ICEIDA. ICEIDA will provide funds for equipment, training activities and coordination MC bears financial and social responsibility	Renovation/construction of a community centre paid for my ICEIDA. ICEIDA provides some equipment.
Facilities	Multi-purpose community centre constructed by ICEIDA and the Rotary Club in Luderitz was completed in 2001. Hall to be rented out for community activities to generate income for the centre.	The training centre was constructed by ICEIDA in 1997. (There is a multi-purpose centre in Walvis Bay.)	Multi-purpose community centre built with German donor support in 1997. Hall to be rented out for community activities to generate income for the centre.	Multi-purpose community centre constructed through renovations of an existing building and funded by ICEIDA. Hall to be rented out for community activities to generate income for the centre/ kindergarten.
Ownership of facilities	Karas Regional Council Deed of donation, 2001	Walvis Bay, from 2001. Deed of donation, 2001.	Mondesa Community Centre built with funds from the German Development Bank, Swakopmund	Disputed; Usakos Town Council donated the building to the Kindergarten (April 2001) but also stated that it was the property of the Municipality
Main target groups at inception of project	Children and adults in disadvantaged communities--low-income families in Benguela and Nautilus--in Lüderitz	The target beneficiaries of the project are illiterate and semi-literate women, 15 years and above, in Walvis Bay with a special emphasis on rural migrants in Kuisebmond.	The disadvantaged communities in Swakopmund – low-income families in Mondesa and DRC.	Orphaned and vulnerable children.
Needs assessment		Carried out in 2004; ICEIDA	(Carried out in 2001)	

A5. Management, coordination and staffing	Benguela Community Centre (BCC)	Walvis Bay Training Centre (ITC)	Mahetago Community Project (MCP)	Hakhaseb Multi-purpose Community Centre
Management committee	A management body for the centre with representatives from all sectors; the private, public and the community. <u>Seven members:</u> Office of the Regional Councillor (1) Min. of Women Affairs and Early Childhood Dev. (1) Luderitz Town Council (1) Rotary Club (1) Chamber of Commerce and Industry (1) ICEIDA (1) Community (1)	A management body for the centre with representatives from all sectors; the private, public and the community. <u>Six members:</u> Council (1) Mayor as Chairman ICEIDA (1) Community leaders appointed by Council (2) Training Officer (1) Head (housing and properties) (1) (Actual committee includes the manager of Financial Administration, a Community Worker, a Community Activist, and an additional member)	A management body for the centre with representatives from all sectors; the private, public and the community. <u>Seven members:</u> Council (1) Mayor as Chairman Community leaders appointed by Council (2) Mahetago neighbourhood representatives (3) Representative from the Kindergarten Parents' committee (1) (Note: A Mahetago Community Centre Management Committee was formed in 1999, prior to ICEIDA's involvement)	A project committee was formed in order to encourage a sense of ownership while the building was under construction.
Guidelines and Project Document	Guidelines for MC and Coordinator agreed, Sept 2001.	Guidelines for MC and Coordinator agreed, Feb 2002. Project document approved, Feb 2003.	Guidelines for MC and Coordinator agreed, May 2001.	
Co-ordination	Coordinator (50%), paid by ICEIDA.	Coordinator (100%), appointed in 2002, paid by ICEIDA.	Coordinator (100%), appointed in early 2001, paid by ICEIDA.	No provision made for a coordinator.
Staff on site	Kindergarten teachers (2 ½) Needlework teacher (1) After-school teacher (1) Cook (1) Cleaners (3) Volunteers – Project Trust (2)	Kindergarten teacher (1) Literacy promoters (2) Needlework teacher (1) Cook (1) Handyman (1)	Kindergarten teachers (2) Literacy promoter (1) Volunteer from community (1)	Kindergarten teachers (2) Literacy promoter (1)
Financial resources	ICEIDA has paid the salary of the coordinator and running costs. Use income from the kindergarten to pay two teachers.	ICEIDA has paid salaries of all staff and running costs; income from leasing out the hall. Provision for staff development.	Coordinator paid by ICEIDA until the end of 2004. Use income from the kindergarten to pay two teachers.(MC); ICEIDA pays the teachers in school holidays Income from leasing out the hall	The leasing out of the hall should generate some income for the centre and/or the running of the kindergarten. Use income from the kindergarten to pay two teachers.

A6. Ongoing activities	Benguela Community Centre (BCC)	Walvis Bay Training Centre (ITC)	Mahetago Community Project (MCP)	Hakhaseb Multi-purpose Community Centre
Kindergarten (see also Table 7)	About 95 children, aged 2-6.	Between 32 and 40 children, aged 2-6.	Between 55 and 60 children, aged 3-6.	About 85 children; aged 2-6.
After school programmes	For a younger group (Gr 3 and 4, 20 learners) and an older group (Gr 5, 6 and 7, up to 20 learners); supervised by a local teacher. Learners may only come for one term; mainly to improve language skills.	Not offered.	Discontinued; only one student.	27 children come to after school classes
Out of school youth programme	Has been offered by Luderitz Literacy Project			
Stage 1 and 2 Literacy		Stage 1 and 2 in Oshidonga for women; age range from 13 to over 50; four mornings a week; (9 learners, early 2003, 9 grad.)	Not offered at MTC, but at schools in the community	Offered by the literacy promoter
Stage 3 Literacy (Basic English)	Offered by the BCC in the evenings; about 25-30 students	Offered four mornings a week; (18, early 2003, 15 grad.)	Offered in the evenings, 17 learners.	Offered by the literacy promoter (13 women and 6 men)
Advanced English (post stage 3)		Offered four mornings a week; (7, early 2003, 12 grad.)		
Adult Upper Primary Education (AUPE)		Offered four mornings a week; (15, early 2003, 8 grad.)	Five learners.	
Civic education			Part of what is offered by the literacy promoter	
Needlework	Knitting and sewing classes offered on Fridays and Saturdays; some of the products sold at a sale in the town recently.	Only offered to women in the literacy classes. Classes progress from knitting and crocheting through hand sewing to machine sewing. There are eight (8) machines at the centre. Some graduates have formed a cooperative workgroup. In all there were 52 women on courses in 2003.	Fifty (50) women on a waiting list for needlework classes; MTC does not have sewing machines. One volunteer had provided her own machine which is now broken.	

A7. Short-term activities	Benguela Community Centre (BCC)	Walvis Bay Training Centre (ITC)	Mahetago Community Project (MCP)	Hakhaseb Multi-purpose Community Centre
		X		
Communication skills	X	X		
Child-care First Aid		X		
Early Childhood Committee Workshop			X	
Early Childhood Parent Workshop			X	
Project Management	X			
Appropriate paper-based technology (APE)		X	X	
Home-based health care		X		
HIV/AIDS		X		
Positive but confident (HIV/AIDS for youth)	X			
Macrame			X	
German		planned		
Cooking, hygiene and nutrition		X		
Legal matters		X		
Business management	X	X		
Staff motivation course	X			
<i>Other activities</i>		X		
Sports Day		X		
Graduation from kindergarten	X	X	X	X
Celebration of the Day of the Namibian Child	X		X	
Celebration of World Mental Health Day			X	
Walvis Bay Women's group		X		

A8. Millennium Development Goals

1	Eradicate extreme poverty and hunger	<ul style="list-style-type: none">▪ Reduce by half the proportion of people living on less than a dollar a day▪ Reduce by half the proportion of people who suffer from hunger
2	Achieve universal primary education	<ul style="list-style-type: none">▪ Ensure that all boys and girls complete a full course of primary schooling
3	Promote gender equality and empower women	<ul style="list-style-type: none">▪ Eliminate gender disparity in primary and secondary education preferably by 2005, and at all levels by 2015
4	Reduce child mortality	<ul style="list-style-type: none">▪ Reduce by two thirds the mortality rate among children under five
5	Improve maternal health	<ul style="list-style-type: none">▪ Reduce by three quarters the maternal mortality ratio
6	Combat HIV/AIDS, malaria and other diseases	<ul style="list-style-type: none">▪ Halt and begin to reverse the spread of HIV/AIDS▪ Halt and begin to reverse the incidence of malaria and other major diseases
7	Ensure environmental sustainability	<ul style="list-style-type: none">▪ Integrate the principles of sustainable development into country policies and programmes; reverse loss of environmental resources▪ Reduce by half the proportion of people without sustainable access to safe drinking water▪ Achieve significant improvement in lives of at least 100 million slum dwellers, by 2020
8	Develop a global partnership for development	<ul style="list-style-type: none">▪ Develop further an open trading and financial system that is rule-based, predictable and non-discriminatory. Includes a commitment to good governance, development and poverty reduction—nationally and internationally▪ Address the least developed countries' special needs. This includes tariff- and quota-free access for their exports; enhanced debt relief for heavily indebted poor countries; cancellation of official bilateral debt; and more generous official development assistance for countries committed to poverty reduction▪ Address the special needs of landlocked and small island developing States▪ Deal comprehensively with developing countries' debt problems through national and international measures to make debt sustainable in the long term▪ In cooperation with the developing countries, develop decent and productive work for youth▪ In cooperation with pharmaceutical companies, provide access to affordable essential drugs in developing countries▪ In cooperation with the private sector, make available the benefits of new technologies—especially information and communications technologies