

**Masters of Philosophy**  
**In**  
**Comparative and International Education**

The Effects of Cost-Sharing on Equity in Access to Secondary Schools in  
Namibia: A case study of Oshikoto Region.

**By:**  
**Veueza Christophine Kasiringua**

**2007**

**A Thesis submitted in partial fulfillment of the requirements of the  
Degree of Masters of Philosophy in Comparative and International  
Education.**



**Department of Comparative and International Education**  
**Faculty of Education**  
**University of Oslo**  
**NORWAY**

## **Dedication**

This book is dedicated to my late grandmother Charlotte, my late little brother Colin for the heartache I had to bear throughout this study. I miss you guys. Also to my loving husband **Kaembo**, you are my rock.

## **Acknowledgement**

This study was made possible by the Royal Norwegian Government, through the cooperation relationship between the Hedmark College, Elverum, Norway and the Tsumeb Teachers Resource Centre, Namibia. I would like to express my profound gratitude and appreciation for their generous financial contribution that granted me the opportunity to enrich my knowledge to be able to plough back what I have learned in the education system of my country Namibia.

I shall be ever grateful to Mr. Harald. Smedstad for believing in my potential as an educator and therefore recommending me for the quota programme. A special word of gratitude also goes to the Oslo University, particularly the Department of Comparative and International Education Team for their constant support, patience and directives in making this thesis possible. I deeply appreciate the constructive guidance by my supervisor Professor. Arild. Tjeldvoll for his patience and professional advice which made this research and thesis a reality. I shall be ever grateful to Mr. Vitalis Ankama, the Permanent Secretary of the Ministry of Education, for his approval of my study leave, and also Mrs. A.E. Nghipondoka, Director of Oshikoto Educational Region and her team for their recommendation, that allowed me to take up the challenge of this study in order to team up with them and implement the reform process, at my return to Namibia. A very special word of gratitude goes to Professor J.E. Odada, of the University of Namibia, for your professional assistance and guidance. To the Tsumeb Teachers Resource Centre Management team, who had to carry the extra burden of managing the centre in my two years of absence, thank you very, very much colleagues. Your special contributions and hard work did not go by unnoticed and appreciated.

Last but not least, to the most special people in my life with whose support and love, I would not have managed to walk this path alone, thank you very much my husband Kaembo, my son Evert and my daughter Charlotte for being part of my team, ever.

## **Abstract**

The Effects of Cost-sharing on Equity in Access to Secondary schools in Namibia: A case study of Oshikoto Region.

This study is an attempt to examine the implementation of the cost sharing policy in Namibia. The study was planned and designed to investigate the effects of cost sharing in six secondary schools in the Oshikoto Region and how it impacted on equity in access of learners to secondary schooling. All education stakeholders from the Director of the Educational Region, Inspectors, principals, learners and parents participated in the research study by way of answering either questionnaires or taking part in interviews with the researcher. The study gathered a wealth of information from those interviewed relevant to the study of the effects of cost sharing in an independent Namibia. The study revealed that the cost sharing policy has affected households and learners of the Oshikoto Region negatively. Due to the fact that the majority of parents in the Region live in rural areas with less developmental infrastructure and hence are therefore unemployed, they find it hard to sustain the escalating cost of education at secondary level. The result of the inaffordability of school fees forces many parents to take their children out of school in order for them to go to urban centres to look for work.

Whilst the implementers of the policy of cost sharing maintain that the policy has been implemented successfully, they are quick to acknowledge that there are a number of challenges facing them in the actual enforcement of the policy due to the level of income of most parents in the Region. Parents and learners on the other hand complain about the escalating cost of education at secondary and boarding schools in the Region. The cost of books and supplementary have become enormous and have been shifted to parents to bear. The government while advancing the highest budget allocation to education cannot keep up with the new demand of infrastructure and growing population.

The findings of the research suggest that the implementation of the cost sharing policy have different negative bearings of parents and learners in rural areas more than their counterparts in urban centers. While the cost sharing policy was intended to serve as a collective effort by all stakeholder in the advancement and improvement of an effective education delivery in Namibia, little cognizance has not been given to other socio-economic factors affecting the majority of parents in effectively contributing to the education of their children. The findings further suggest that more broad-based research is needed to be undertaken to determine the extent to which the policy of cost-sharing affects other Regions in Namibia, in comparison to the Oshikoto Region.

## **Glossary**

<b>DNEA</b>	Directorate of National Examination and Assessment
<b>ETSIP</b>	Education and Training Sector Improvement Programme
<b>HIGCSE</b>	Higher International Certificate of Secondary Education
<b>MBESC</b>	Ministry of Basic Education Sport and Culture
<b>MEC</b>	Ministry of Education and Culture
<b>NQA</b>	Namibia Qualifications Authority
<b>IGCSE</b>	International Certificate of Secondary Education
<b>IMF</b>	International Monetary Fund
<b>SADC</b>	Southern African development Community
<b>SDF</b>	School Development Fund
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>WCEFA</b>	World Conference of Education for All

## List of Figures

<b>Figure: 1</b>	Secondary schools in Oshikoto Region.....	41
<b>Figure: 2</b>	The fluctuation of learners from grade 10 to 12.....	56
<b>Figure: 3</b>	Principals behaviors towards schools fees.....	66
<b>Figure: 4</b>	The variation of school funds from one school to another.....	72

## Table of Content

Dedication .....	1
Acknowledgement .....	2
Abstract.....	3
Glossary .....	5
List of Figures.....	6
Table of Content.....	7
CHAPTER 1 .....	10
INTRODUCTION OF THE STUDY .....	10
1.1 Introduction.....	10
1.2 Statement of the problem .....	15
1.3 Objectives of the Study:.....	16
1.4 Research questions.....	17
1.5 Significance of the study .....	17
1.6 Structure of the Thesis.....	18
CHAPTER 2 .....	19
THEORETICAL FRAMEWORK AND LITERATURE REVIEW .....	19
2.1 Introduction.....	19
2.2 Human Capital Theory .....	21
2.2.1 The Rate of Returns to Education.....	23
2.2.2 Education as a Basic Human Right.....	25
2.3 Globalization and Education Policy Reforms. ....	26
2.3.1 Equity-driven Reforms.....	27
2.4 Financing Education.....	31
2.4.1 Public Funding .....	32
2.4.2 Private funding.....	33
2.4.3 Private schooling in Namibia .....	34
2.4.4 Cost sharing.....	35
2.5 Policy formulation.....	36
2.6 Policy evaluation .....	39
2.6.1 Definition of evaluation .....	39
2.6.2 National and international uses of Evaluation .....	40
2.6.3 Limitation of evaluation .....	42
CHAPTER 3 .....	43
NAMIBIA PROFILE AND SECONDARY EDUCATION SYSTEM.....	43
3.1 A brief overview of Namibia .....	43
3.2 Education after independence .....	44
3.3 Education policy.....	46
3.4 Cost sharing in Namibia.....	46
3.5 Oshikoto Region .....	48
3.6 Household .....	48
3.7 Secondary Education.....	50
3.8 National Examination and Assessments .....	50



<b>CHAPTER 4.....</b>	<b>52</b>
<b>METHODOLOGY .....</b>	<b>52</b>
4.1 Introduction.....	52
4.2. Research design.....	52
4.3. Target population .....	55
4.3.1. Sample.....	55
4.3.2. Selection and case study .....	56
4.3.3. Criteria used to choose the number of participants .....	56
4.4. Data collection instruments.....	57
4.4.1. Questionnaire .....	57
4.4.2. Interview .....	57
4.5. Organization and data analysis .....	58
4.6 Validity and reliability of the study.....	59
4.7. Generalization .....	60
4.8 Challenges encountered.....	61
<b>CHAPTER 5.....</b>	<b>62</b>
<b>DATA PRESENTATION AND ANALYSIS OF FINDINGS.....</b>	<b>62</b>
5.1 Introduction.....	62
5.2 Background of respondents and interviewees.....	63
5.2.1. Students.....	63
5.2.2. Head of schools.....	64
5.2.3. School Inspectors .....	64
5.2.4. Drop outs.....	64
5.2.5. Parents and policy implementers .....	65
5.3. Data presentation and analysis.....	65
5.3.1. Assumption 1 .....	65
5.3.2. Assumption 2 .....	69
5.3.3. Assumption 3 .....	72
5.3.4. Assumption 4 .....	76
5.3.5. Assumption 5 .....	78
5.3.6. Assumption 6 .....	79
5.3.7. Assumption 7 .....	81
<b>CHAPTER 6.....</b>	<b>85</b>
<b>DISCUSSION OF FINDINGS AND CONCLUSIONS.....</b>	<b>85</b>
6.1 Introduction.....	85
6.2 Findings.....	85
6.3 Recommendations.....	89
6.4 Conclusion .....	91
<b>REFERENCES.....</b>	<b>93</b>
Appendix 1: Map of Educational Regions.....	97
Appendix 2: Questionnaires for learners.....	98
Appendix 3: Questionnaire for Head of Schools.....	100
Appendix 4: Interview guide for inspectors .....	104
Appendix 5: Interview guide for policy implementers .....	105
Appendix 6: Introduction Letter .....	107
Appendix 7: Request for permission to conduct research .....	108

**Appendix 8: Request for permission to conduct research from the  
Ministry..... 109**  
**Appendix 9: Permission to conduct research in Oshikoto Region ..... 110**  
**Appendix 10: Permission to conduct research in Oshikoto Region ..... 111**

# **CHAPTER 1**

## **INTRODUCTION OF THE STUDY**

### **1.1 Introduction**

The chapter presents the statement of the problem, purpose, significance of the study and the structure of the thesis. In Namibia the right to free education, is guaranteed and enshrined in the constitution of the Republic of Namibia, Article 20 which states that:

“All persons shall have the right to education: Primary education shall be compulsory and the state shall provide reasonable facilities to render effective this right for every resident within Namibia, by establishing and maintaining state schools in which basic education will be provided free of charge” MEC (1993:3)

The above statement implies that the Namibian government guarantees its citizens the right to free education for all. However, it is also important to note that the economy in Namibia, like that of many other developing African countries, has suffered severely from natural disasters, structural weaknesses, and decline in government revenue that have been coupled with a rapid population growth. The cumulative result of all these forces is that although the governments would like to be able to provide free secondary education, the practical economic realities make it unavoidable that some contributions must come from parents and communities. These realities are reflected in the fact that the 1990 World Declaration on Education for All did not include a statement that schooling should be free of charge, instead the final report of the conference (WCEFA 1990a:31) recommended open discussion of fees, and article 7, of the Declaration itself (WCEFA 1990B 6, 7) stressed the importance of partnerships:

“National, regional and local education authorities have a unique obligation to provide basic education for all, but they cannot be expected to supply every human, financial or organizational requirement for this task. New and revitalized partnerships at all levels will be necessary. Including partnerships between government and non-government organizations, the private sector, local communities, religious groups and families” (WCEFA, 1990:6, 7)

Namibia secondary schools seem to have become victims of the World Bank policy of cost-sharing and the call for governments to commit more funding to primary education. This situation is consistent with Collin Power’s statement at the UNESCO’s regional office in Dakar, Senegal Damiba concludes:

“We in UNESCO have put much emphasize into basic and higher education, and have neglected the young people in the middle.” He further argued: “We must avoid the danger of limiting ourselves to basic education and neglecting high level manpower training and research. It is not possible to solve the problems of Education for All, without a national pool of expertise and without an indigenous capacity for research”. (Damiba, 1991 in Brock-Utne, 2000:220).

The quality of education in any given country is established at various levels and points of schooling. However, as stated by Boaduo (1998), secondary schooling is the most strategic formal institution vested with the responsibility of developing and imparting knowledge and skills to learners. Secondary education is a transitional program for the social development of learners and is essential to moulding the youth academically, socially, politically and economically. In so doing, secondary schools have a heavy responsibility in creating skilled and knowledgeable citizens, who would contribute to the development of their country. Secondary school education is also essential in the reduction of juvenile crimes and unwanted pregnancy amongst school - going girls. The practice by secondary schools to force learners to pay school fees by withholding their results due to non payment of fees is a major challenge that needs to be investigated.

January in Namibia qualifies to be baptized as “Namibian Education Crisis Month”. It is during this time of year when many parents are challenged to become experts on education, as the reality of problems in education affects all and sundry through weak secondary school examination results and the annual scarcity of space in schools countrywide. The question that usually comes to mind is: Where did we go wrong?

There are several issues that have contributed to the educational mess we find ourselves in. Some of these problems have a historic origin. Others are a result of poor planning, wrong prioritization and lack of adequate resources.

Article 20, of the Namibian Constitution states that all persons shall have the right to education, and indeed access to education has increased substantially since independence. The inequity in access to education was created perpetuated by the apartheid policy of colonial regime in Namibia, and special efforts had to be made by the independent government to improve access for those who had been left out of the education mainstream. While equity in access has been achieved, the system has however, created more <sup>1</sup>street kids who failed to keep up payments of school fees. The economic reality is that many of the parents of these learners cannot afford to contribute to the school fees and supplementary materials that would enable their children to smoothly cope with the school system.

Other contributing factors to high school drop out rates are long distance walked by learners to the nearest schools, lack of hostels accommodation in many rural areas, receiving instruction in foreign languages and poverty. All these hardships make it hard for learners to concentrate on their schoolwork and make them drop out of school.

The majorities of children in rural areas are from poor and illiterate parents, who cannot afford school fees, school uniforms and still be expected to contribute to supplementary cost of schooling. Parents are also culturally inclined, due to economical pressure to choose boys instead of girls when it comes to choice of who to educate with their limited incomes. Komba (1994:29) asserts that: “Inequality in education will largely be manifested in gender and regional aspects due to payments of fees and other monetary contributions” In addition, there is evidence that the long distances learners have to walk to reach school make it even more difficult for them to settle in and concentrating on schooling. Behrman and Knowles, (1999) have observed that where fees are imposed, they particularly

---

<sup>1</sup> Street kids, in this context means learners who dropped out of school at a tender age and start looking for work and beg on street to maintain themselves.

discourage the school attendance of girls more than boys. Suleman and Katunzi (1991 as cited in Brock-Utne 2000:27) also maintain that the re-introduction of school fees in secondary schools affected girls more than boys, and girls from the middle and lower income groups much more than girls from the upper groups.

It is evident that the issue of cost sharing is causing more children of poor parents to drop out of secondary schools. It has become a discouraging factor for many poor parents to know that their children may never have a chance to advance beyond primary schooling due to lack of money to get them to secondary schools, let alone to institutions of higher learning.

For the past sixteen years of independence, the Ministry of Education has been promising to improve the quality of education to Namibian students when the school results for grades ten and twelve are announced in January of each year.

At the beginning of the year, 2006, it was the same old story but with a little difference. The Minister of Education publicly acknowledged the failure of the system to deliver equitable and quality education to the Namibian nation. The Minister called a National conference to pledge for assistance from all stakeholders in education to financially and materially support the transition to the implementation of the Education and Training Sector Improvement Programme (ETSIP), with the hope to deliver the required results.

A number of attempts to enroll children of poor parents were made in the past by individuals as well as national and international organization. The study shows that the net enrolment ratio of the 13-17 year old age group has increased from 89.2% in 1992 to 93.4% in 1997 indicating a substantial increase in enrolment. However, some 6.6% of these age groups were not in school by the year 2000. Some might have started school but already dropped out. Following two conferences and several studies, an organization for Educationally Marginalized Children was established in 1996, after a research done by the Presidential Commission on Education and Training. One of the main tasks of the Task Force was to work out national policy guidelines for the educationally marginalized children. Such guidelines were developed during 1997 and 1998 and accepted by

educational management team of the Ministry of Basic Education and Culture in late 1998.

The report, “National Policy Options for Educationally Marginalized Children” estimated, based on 1996 information, that some 2700 young people of an age cohort would never start school, while a much higher number would start school, but drop out at an early stage of their educational career. Their findings were based on the per capita income of the marginalized communities mostly in far remote rural areas of Namibia.

The multiple educational problems Namibia has experienced over the past years have had a negative effect on quality in education. Various researches have shown that the quality of education in our schools is disappointing. The Ministry of Education also acknowledges this in its Education and Training Sector Improvement Programme (ETSIP) document that “most children leave school without the foundation skills and competencies they ought to have acquired”.

The Namibian founding President, His Excellency Sam Nujoma articulated in MEC (1993:1)

“...since independence my Government has placed education at the top of our national priorities. It is the key to better life and, therefore fundamentally important. Consequently, access to education should not be limited to select elite, but should be open to all those who need it – especially children and those adults who previously had no opportunity to gain education”.

This statement is true because Namibia has the highest skewed distribution of income per capital in the world. This means that the resources of the country are in the hands of a minority few, while the majority of people, especially those living in rural areas are living below the poverty line. This situation impacts negatively on the education system of the country where the parents are expected not only to pay school and tuition fees, but also to contribute to the supplementary teaching material in school. This status quo has created inequity in the learning environment, on the one hand, the learners with rich parents, have all the opportunities to progress through primary, secondary and tertiary levels, on the other hand, learners with poor parents struggle through primary school, with the hope of ever proceeding to secondary school. Most of the latter group of learners drop out of school and join the many unemployed youth.

## **1.2 Statement of the problem**

While cost sharing has become an approved educational policy in Namibia, its effects on equity to access to education have not been studied. Even though the government announced that no child should be turned away if they could not afford to pay school fees, the practice on ground level is to the contrary.

Communities suffer because of the internal policies of schools that refuse their children access to schools contrary to government statement of “Education for all”, and this makes them question the goodwill of the government in making such a hollow statement. On one hand, while heads of institutions on the other are also wondering how they should run schools with the little support they receive from the government. They argue that they have no choice but to turn away learners that could not meet the internal requirements of learner contribution to the school development fund to enable them to acquire additional text- books and supplementary teaching material that the government is not providing.

Since the implementation of cost sharing policy, no study has been conducted to investigate the strength and weakness of the policy. The result is that we are witnessing children dropping out of school to look for jobs, or begging for food on street corners. Government policy makes the education of children under the age of 16 compulsory, and provides for children to be at school and not to be employed anywhere in the labor market. Most children, however, are falling out of school due to economic reasons and start looking for work to sustain themselves.

There is a general observation that not all the students who qualify to join secondary education are able to meet the financial contributions during the enrolment and the ongoing cycle of secondary education. Due to the reduction of the financial contribution from the central government to secondary schools many schools are faced with financial constraints. Government is at the same time



requesting schools to accommodate learners whose parents are not able to meet the internal requirement of financial contributions.

This financial burden forces principals to find hidden ways of forcing parents to contribute to the education development fund. Parents, who might not afford the school development fund (SDF) contributions, find their children directly and indirectly being forced to drop out of school. Secondary schools have thus become a right for those children with middle to high income parents who can comfortably afford to pay for the education of their children. There are a general lack of teaching material and equipment that are required to render effective and equitable education.

This study is meant to determine the extent to which fees and other monetary contributions have affected equity of enrolment, attendance and dropout rates in secondary education in Oshikoto Region. In addition, it aims at investigating whether there are other factors affecting equity in access to secondary education, and obtain suggestions and recommendations from different educational stakeholders on how to enhance equity in access to secondary education in a cost-sharing environment without compromising the quality of the education in our country.

### **1.3 Objectives of the Study:**

The main objective of the study is to investigate the extent to which cost sharing in the Namibian education system impacts on equity in access to enrolment, attendance and performance of secondary schools. This broad objective is broken down into the following specific objectives:

- To establish the implications of the emphasis placed on financing primary education by the World Bank Report on the Education System of Namibia for quality of delivery and performance at the secondary school level:

- To investigate the factors that contributes to the poor access and high dropout rate at the secondary school in Oshikoto Region.

#### **1.4 Research questions**

In the pursuit of the above objectives, the study attempts to find answers to the following research questions:

- How has the introduction of cost sharing in Namibia affected attendance and performance in secondary schools in Oshikoto Region?
- What are the main factors affecting enrolment, attendance and dropout rates in secondary schools in Oshikoto Region?
- To what extend does the disparity between poor and rich parents vary in terms of their learners furthering their education in Oshikoto Region?
- How can equity in access to secondary education in Oshikoto Region be enhanced in a cost-sharing environment without compromising effectiveness and quality education?

#### **1.5 Significance of the study**

The study aims to generate relevant information to policy makers that will help them to review some policies that might be currently making it difficult for learners to attend school and perform optimally in Oshikoto Region in Namibia. This will be a contribution to the national goal of education for all by the year 2030. The study will attempt to formulate suggestions that will assist stakeholders in the education sector to work together to provide solutions to the challenges facing previously marginalized learners, who have had no access to participate successfully in secondary education. This problem of marginalized learners with parents who cannot afford to fully participate in cost sharing, has not

been addressed directly through policy formulation in Namibia before, and this study may serve as a turning point for future research on the problem. It may also serve as a foundation for other researchers, who may want to conduct more extensive and inclusive research in this area in future.

## **1.6 Structure of the Thesis**

This thesis consists of six chapters. The first chapter introduces the purpose of the study under the following topics: Introduction; statement of the problem; the research questions; objectives of the study and significances of the study.

The second chapter discusses; Conceptual framework and literature review – an introduction, Human capital theory is discussed as a basis for education financing and attempts to show the correlation between education and economic opportunities of an individual and that of the society. In addition theories on equity in access to education and to secondary education in particular, with regard to cost sharing on education will be discussed broadly. In conjunction with human capital theory, globalization theory would be used as tools to research reform of the Namibians Education system and the policy of cost sharing and its effects on equity and quality education. Furthermore the research assumptions will be formulated based of the literature reviewed. The return to schooling and education as a basic human right is discussed in this chapter. Government and private system of financing used by different countries are discussed and so as are the different sources of finance used by different education systems globally, including the Namibian system. This is followed by a discussion on the cost-sharing policy in Namibia. Last, but not least, policy formulation, implementation and evaluation is discussed.

The third chapter includes a brief country background with more emphasis on the Region Otjikoto that forms the basis of the thesis. In addition to the education

system in Namibia and secondary education in particular the role of education in the socio economic development of the country is discussed.

The fourth chapter describes the methodology employed by the researcher to do this study. This chapter presents the research design, research data sources, and research data gathering techniques and the identification of some research biases. The setting is also explained in order to give some limitations of the study.

Data presentation and the analysis of information form part of chapter five, while chapter six consists of a discussion of the findings and recommendations of the study.

It is most essential to give some general theoretical framework and literature review on the subject of cost sharing policy in general before one embarked on the Namibian education situation and the effects of the said policy on the general education system in particularly the Region Oshikoto.

## **CHAPTER 2**

### **THEORETICAL FRAMEWORK AND LITERATURE REVIEW**

#### **2.1 Introduction**

This chapter looks at both the Human Capital- and the Globalization theories to examine how the equitable allocation of public resources can achieve optimal results in developing skilled human capital. These theories also look at the financial contributions by government, the participation and contribution of the private sectors, the civic organisations and households, to the general development programs of countries, including the financing of education. Namibia being the last colony to attain independence in 1990 has embarked on education reform to try and nationalise its education system. To this end, this chapter also attempts to look at how policies are formulated and evaluated in

general, and how policy reforms impact on the equity in access and general performance of the education system of any given country.

Financing education is a topic that has attracted considerable attention among education researchers. The extent to which communities contribute to the financing of education of their children varies from country to country, with communities in some developing countries paying over half the total cost of secondary education, while in many developed countries, secondary education and tertiary education are wholly funded by governments.

Education in any given country creates opportunities for future development, both for society as a whole and for the individuals. In many developing countries, education has been established as an important determinant of future economic growth. Human Capital Theory has been used as a tool for examining the advantages and disadvantages of looking at education as an investment in human capital to facilitate growth of economies. The challenge has always been how to allocate public funds equitably in order to achieve optimal results based on the demands of a country. The economic- and education demands of countries are also greatly influenced by the political agenda of countries, hence the different approaches to the human capital theory by economists in the communist- and the western blocks.

While it is empirical to embark upon the human capital theory as a basis for this study, it is equally essential to look at the Globalisation Theory and its impacts on the economies of the world. The world has become one big village due to the advancement of the information technology and countries are challenged to use their skills and resources optimally to be competitive in the world of survival of the fittest. Africa is therefore challenged to become competitive in a competitive world and Namibia in particular is no exception to the rule. Countries are challenged to embark upon meaningful reforms if they hoped to yield higher rates of return. The demand for skills in order to increase the production capacity of countries is outweighing the skill supply in the world. In view of the above it would be empirical to look at reform strategies employed by globalisation to yields higher rates of returns for countries.

This study therefore uses the both theories as tools to research reform of the Namibian Education system and the policy of cost sharing and its effects on equity and quality education.

## **2.2 Human Capital Theory**

The world has become an industrialised global village where countries are competing to grow their economies at alarming speed, in order to cope with the demands and needs of their citizens, as stated by Hernes (2001:11) that: “economic growth is rapid but inequalities are widening. Wealth is increasing but poverty is persistent and misery endemic. The privileged millions often live just next door to the millions who are deprived”. While wealth is increasingly created by those in the driving seats of the developed countries economies, millions and millions of people in developing are remaining poor.

Hartog (2000) uses the law of supply and demand used by mainstream economists to illustrate how demand influences the prices of commodities to satisfy individual needs. The supply of commodities influences the price both positively or negatively. Excess demand for commodities in the market, results in higher prices, while excess supply of commodities resulting in lower prices. It means that market forces influence commodity prices, to equate the prices to the benefits derived from their acquisition. Education has taken centre stage in many countries as an empowering tool for achieving economic growth, in order to remain competitive in the global economy, and has as such received significant proportions of many countries budgets. It is perceived that investing in human capital yields long term benefits for individuals, and cumulatively so for society as a whole.

A simple definition of human capital, according to Hartog (2000:7) specifies it as “the value of person’s productive, marketable skills”. The concept of human capital is one of the oldest in economics founded by Smith in (1776 as cited in Hartog 2000). While applied by Friedman and Kuznetz in the 1940s, it only took hold of the field of economics in the 1960s.

The concept of human capital is sometimes restricted to the value of skills and productive capacities that people acquire at a cost, as an investment, but not so much about their inborn abilities.

It is perceived then that schooling adds to one's market value, and to the satisfaction in the job market." Human capital in its broad sense might than be valued as the cost of all actions taken to increase future welfare" Hartog (2000:8). Shultz in the 70s expresses the same sentiments, that investment in human capital should be seen in another way, namely as an investment that a person makes to enlarge his or her choices in life in order to create a better future for themselves.

Both Marxist and the Human capital approaches started with the notion that education is an investment in man by mobilising scarce resources today in the hope that the productive capacity of the person will improve in the future. Becker (1993 as quoted in Eicher) shares the same sentiments with both Marxist and the Human capital approaches, that to invest in human capital also involves investing in health. If a person is healthy he or she can do a better job.

The Soviet economist Strumlin (1969, as cited in Eicher 2000:37) stated that, "education improves the skills of the worker and therefore contributes to the increase in the productivity of the nation". Here the rate of return to education was not attributed to an individual, but rather to society represented by the state that funded the education and expected to reap the benefits. According to Hartwell (1981 as quoted in Muzvidziwa and Seotsanyana 2002) "It is the responsibility of the government to provide economic and social service so that all citizens can attain a minimum level of well-being". In Kenya, Rharade holds that "the idea of education was inspired by human capital theory which held that education is a productive investment at both the level of the individual and that of society as a whole". Rharade (1997 as cited in Muzvidziwa and Seotsanyana 2002) Thus, in the case of Namibia with a market economy, education has to be planned and reformed in such a way that every individual would benefit.

The human capital on the other hand holds the assumption that, "education should be considered as investment to be measured against the optimal rates of return of

such investment”. This is the view initiated by Schutte (1959 and developed by G. Becker, 1964 as cited in Eicher 2000). They considered the demand side of the theory as it benefited the individual. Eicher and Chevaillier (1993 as cited in Eicher 2000:37) came up with an ‘orthodox’ assumption that, “the market system as long as it works properly leads to an optimal allocation of resources”. They encouraged a mix system of public and private funding of schooling. Both private and public funding, seek to apply resources to ensure rates of return at optimal levels. Investment in human beings is regarded as a means of attaining sustainable development, compared to physical capital, though it takes more time to mature than physical investment. “Investing in human beings has a number of benefits, and is related to the issue of job opportunities, better live, social stability and development in general” Blaug (1992:2).

This brings us to the question of who should fund what, to ensure the highest rates of return for the individuals and society. Before an attempt is made to discuss the allocation of resources for schooling, it is essential to first consider the issues of the rates of return in schooling.

### **2.2.1 The Rate of Returns to Education**

In the job market one seeks to earn a higher salary, but also get work satisfaction. The skills required to perform a certain task in your work vary from one institution to the other. Some jobs require skills that can be acquired on the job, while others require people to go through schooling or training to acquire formal knowledge to perform them efficiently. Where specific skills are needed, demand comes into play and it is up to the individual to acquire the skills required. Hartog (2000:7) says “Human capital is essentially a supply characteristic”. Several studies suggest that investments in human capital have affected workers productivity in a positive way. This results in a higher wages rate for the workers. It is a well-known fact that people with many years of education often get higher salary than people with fewer years of education. Investment in human capital also makes it easier for people to understand new technologies and come up with



better solutions to problems. Individuals working in an industry experiencing rapid technological progress, experience higher returns to education. This could be because better-educated workers are more adaptable and responsive to technological change and therefore, are more productive.

It is an accepted fact that with lower schooling cost, there would be equity in access to education. Psacharopoulos (1994 as cited in Hartog 2000:11) argues that, “the private rates of return are higher than social, rates of return” meaning that one can measure the after tax gain to a person against the cost of schooling, whereas it is difficult to remove government subsidies to measure social gains against social cost of education.

He further argues that, “the rate of return diminishes by level of education”. According to him, the highest returns relate to primary learning; that is learning to read and write and do arithmetic he hold to be most profitable investment. Furthermore he has observed that the rate of return to education diminishes by the level of development and the highest rates of return are found in developing countries. It is an accepted fact that better skills result in better wages, depending on the demand for the skills. If there is a demand for graduates in the public sector, wages paid to graduates in the public sector are bound to increase. If, however, there is excess supply of graduates, wages are bound to fall.

It becomes difficult to determine the optimal rate of return to education, because there are many variables influencing the human capital market. The policies guiding funding of education and sharing of the burden also influence the rates of return to education. Carnoy (1999) argues that investment in greater access to education for low income children might yield a higher potential return than the additional investment for children from higher income families. He further argues that social rates of return to investment in education are higher at lower levels than at higher levels of education.

In Sweden for example Edin and Holenkend (1993 as paraphrased in Hartog 2000) have argued that a greater supply of university graduates has lowered the rate of return to education. Gottschalk and Smeeding (1997 as cited in Hartog

2000:13). Argue that, “changes in relative supply of workers by education can explain many changes in rate of return in several countries”. Blaw and Kahn (1996 as cited in Hartog 2000:13) have also argued that, “the difference in the wage structure between the US and Europe is not consistent with relative supply”. According to them, wage dispersion across education levels should be larger in Europe rather than smaller, due to institutional factors disturbing the free play of market forces. The quality of workers determines their efficiency and the quality of institutions determines the quality of the products they produce. This is in conformity with Smith theory (1776 as cited in Hartog 2000) of building an expansive machine, bearing costs of production with the anticipation of getting optimal benefits from it. People invest in education with the expecting of higher returns in the long term.

Human capital is conceived as something produced in school, and economists like to apply the concept of a production of function, in which labour and capital are combined to produce output. In education, student time and resources are combined to produce human capital. To determine what a person is worth, however, becomes difficult, because there are no specific parameters that can be used to determine optimal rates of return. Welch (1975 as cited in Hartog 2000:18) says: “I frankly find it hard to conceive of a poorer measure of the marketable skills a person acquires in school than the number of years he has been able to endure a classroom environment. My only justification for such accrued measure is that I can find nothing better.”

### **2.2.2 Education as a Basic Human Right**

Many countries around the world are signatories to the Universal Declaration of Human Rights of 1948. “Education has been recognised as a basic human right and as a result of the declaration, there was a general worldwide explosion in school enrolment”. Eicher (2000:33). In developing countries, it meant the opening of thousand of schools and hiring of thousands of new teachers from scratch. The general perception was that with education as a basic human right, it

should be free, at least at lower levels. The new developments put a heavy burden on public budget as countries tried to increase allocations to education.

According to Eicher (2000) social demand for more funding for both lower and high education created tensions and gave rise to need to look for new or alternative sources of funding education. In developed countries this trend continued into the 1970's and 1980's. Even though there was a slight improvement in 1990's, countries could still not manage to allocate better resources to education. With the acceptance of the Universal Human Right Declaration, there was a general increase in higher education budget allocation in many countries in Europe, because all children were already receiving free primary education in the 1960.

### **2.3 Globalization and Education Policy Reforms.**

Hernes (2001:21) has made the following observation on globalization:

“Globalization is a mixed blessing, encompassing promises as well as threats. It can mean modernization but also marginalization. It can raise standards of living, but also increase exploitation, threaten the environment and destroy communities. It has brought impressive gains in welfare but also distressing increases in inequality”. Hernes (2001:21)

Globalization has brought about many challenges and opportunities for governments around the globe. It has also brought about increasing competition among world nations in the effective and optimal utilization of scarce resources towards the goal of obtaining higher rates of return. Hernes (2001:21) defined globalization as “an increase in the flow, across borders and boundaries; whether national, economic, cultural, technological, or institutional of people, goods, services, ideas, information, images and values”. Countries are now challenged to think globally and not only regionally or nationally when conducting business and adjust to world demands in order to remain competitive. The education sectors of countries are thus also challenged to make meaningful reforms in order to yield higher rates of return in rendering equitable and quality education. Demands for skills are currently outweighing supply and nations are focused on trying to bring

about quality education that would meet the global demand for skills.

Each country is trying to produce a highly skilled labour force to enhance growth of its economy. Globalized education reforms, according to Carnoy (1999) are driven by three main strategies: Competition, finance and equity driven reforms. Carnoy (1999:37) looks at competition -driven reform as “reform aimed primary at improving economic productivity by improving the quality of labour.

In practice this translates into expanding the average level of educational attainment among young workers and improving learning quality at each level – where quality is measured mainly by student achievement, but also by education relevance to a changing world of work”.

According to Carnoy, competition-driven reforms are productivity centered and are aimed at raising productivity of labour and of educational institutions, even if this might require additional spending on education.

### **2.3.1 Equity-driven Reforms**

Finance driven reform aims at reducing the public spending relative to the private spending. The International Monetary Fund (IMF) economic reform package for developing countries was to reduce the size of public deficits by shifting expenditure burdens from the public to the private sector. While the finance -driven reform’s similarity to competition -driven reform is to improve the productivity of labour, the former emphasizes the improvement of the efficiency of resources used and the educational quality. The IMF, World Bank and regional Banks have settled on three finance driven reforms according to Carnoy (1999) shifting public funding from higher to lower levels of education, the reform of cost per student at all schooling levels, the privatization of secondary and tertiary education. The general stance of these three finance-driven reforms is the reduction of the cost of public service delivery. They advocate increase in class sizes, privatization of public secondary and tertiary education institution and reduction in subsidies to the public schools.

While this advocacy may be feasible in the context of developed countries, it is bound to have adverse effects in developing countries with high proportion of poor households, whose children would be denied education if the reforms were implemented with no safety nets to mitigate their circumstances. This would be particularly true in the case of Namibia, where after independence the emerging education system set main education goals as: access, equity, quality and democratic education for all Namibians. MEC, (1993:3)

Equality of educational opportunity can be approached from two different points of views. It can be considered as a goal in itself or as a means in the long-range perspective of bringing social equality.

The classical liberal conception of equality, on which also the UN universal Declaration of Human Rights is based, is that all individuals are born free and equal in dignity and right without distinction of race, color, religion or social origin. In education, the classical liberal conception of equality means that all human beings should be given equal opportunities to start their life careers by obtaining adequate education. In traditional socialistic thinking, education has also been seen as a major means to equalize social differences. The equality of educational opportunities, where all children are free to take part in education, are universally and should be treated as an important developmental goal. The main goal of equity-driven education reforms, according to Carnoy (1999) is to increase equality of economic opportunity. He further argues that globalization has put pressure on governments to de-emphasize equity-driven reform because of the argument that investment in greater equity can reduce economic growth. This is why many governments of developing countries cannot provide free secondary education.

There appear to be obvious contradictions in the recommendations of the various types of education policy reforms. Competition- driven reforms on the one hand, recommend improvement in the quality of labour through expansion in the average level of educational attainment improvements in the quality and relevance of education, even if this might mean allocating greater proportions of national budgets to education. Equity driven reforms support this recommendation by

arguing further that giving young people adequate education of high quality would create a society with equal economic opportunities, which in turn would enhance economic growth through meaningful and active participation in economic activities by the greater majority of society.

Finance –driven reforms, on the other hand, are based on the reasoning that providing adequate and equitable education of high quality to all will slow down the pace of economic growth by reducing public funds which can be available for investment in economic sectors of an economy. They, therefore, make a two–pronged recommendation: reduction of public spending on education accompanied by an increase in private spending; and focusing public spending on primary education and leaving secondary and tertiary education to be financed by the private sector.

This is the view held by the IMF and the World Bank and supported by researchers like: Hansen and Wisbrad, (1969 as cited by Carnoy 1999). Who believe that government financing of tertiary education would amount to granting public subsidy to the children of rich households at the expenses of the children of poor households, who are unlikely to get to that level of education; (Psacharopoulos 1985 cited in Carnoy 1999), believes that there are higher social return to investment in lower levels of education than in higher levels of education while and Carnoy (1999) on the other hand who argues that the competitive pressure brought about by globalization has made it necessary for governments to de-emphasize equity-driven reforms.

The reduction of public spending may occur well in some developed and stable economies, but in the case of Namibia, the private sector has yet to come to terms with taking over the public responsibility, due to past political scenarios and the lack of trust in the long-term stability of the political and social developments of the country by the minority controlled private sector. Appeals have been made by the Namibian government to the private sector and civic society to take over the financing of some projects and programmes but with little positive response.

The main objectives of equity -driven reform is to expand access to schooling and the provision of adequate school supplies and qualified teachers. It also aims to

address the plight of the marginalized groups like women, the rural poor and also to bring the people living with disability and special needs in the mainstream of development. To be able to do all these, governments are under pressure to expand their financial ability to produce labour related skills to remain competitive in the global economy on the one hand and to expand access to schooling for marginalized groups, on the other.

With the four main goals set by the Namibian government to address access, quality, equity and democracy, the proposed strategies by the World Bank to reduce public spending cannot work in the case of Namibia. First, the economic status of the majority of household is such that some of them may be able to pay fees at primary school level, but fail to afford to pay fees as their children progress to secondary and tertiary education. Secondly, independence and the policy of “Free Education for All” have opened up access to secondary schooling and increased the demand for more schools and teachers dramatically at this level. It is arguably true that more public spending should therefore be targeted towards basic education, but considering the economic and political reality of the past and present it would be recommended for government to consider striking a balance between increasing public spending to primary education but maintaining the current level of public funding to secondary and higher education.

Secondary education is the level that prepares students to enter institutions of higher learning and which also equip them with specialized advanced skills required in the labor market. The current high dropout rates at the secondary school level will simply make it impossible for the country to fully attain the desired result to achieve the objectives of access, quality, equity and democracy of the Namibian education system. Equity remains a great challenge in the Namibian education system. When parents with two or more children cannot afford to pay fees at the secondary level for more than one child, they have to choose who to keep in school and who to let drop out. In the African context, the girl child is usually allowed to drop out to make it possible for boys to continue with education. Komba (1994 cited in Brock-Utne 2000:27) argues that: “Inequality in education will largely be manifested in gender and regional aspect

due to the African cultural bias against education of girls in regional income inequalities.

## **2.4 Financing Education**

Economists argue that education is an investment in man, meaning that education mobilizes scarce resources today in the hope that the production capacity of the recipients of these scarce resources will improve their capacity and contribute to the future economic growth.

As such education is globally accepted as a human's right. It is generally recommended that Basic Education should be free and compulsory. There are three main forms of school financing systems used to finance education in Namibia, and these are: state funding, private schooling and cost sharing between state and households. This means that the public authorities should provide the necessary resources to ensure equitable access to basic education in public schools.

Different governments across the globe apply different methods of financing education in their respective countries. In developed countries there are a variety of systems used to finance education. In some countries financing education is shared between the public and private sectors with higher education being free. In other countries secondary education has been privatized with greater participation of the private sector in determining the type and quality of education according to the demand for skills in their respective labour markets. Developing countries are mostly under pressure to reform their education policies in conformity with the World Bank recommendations. The World Bank has recommended that governments put greater emphasis on public funding for basic education and leave financing of secondary schooling and tertiary education to the private sector. This is meant to scale down public expenditure on education. In view of the different approaches to financing education in different countries of the world, it is important to analyze the extents and impacts of the funding systems in use in Namibia, that is public funding, private funding and cost sharing.



### **2.4.1 Public Funding**

With education as a human right enshrined in many constitutions of states around the globe, governments have the responsibility to have an education system with a curricula and policies that address the needs and demands of countries.

In addition, states need to have sufficient budgets that enable them to have well equipped infrastructure and teaching materials, with well qualified teaching forces to produce skilled labour forces that can contribute to the growth of their economies. To be able to finance welfare projects and development programmes states generate financial resources through taxes, loans and grants. Eicher (2000:38) defines the state in the following statement: “The state is an autonomous decision-maker which attempts to maximize its utility and considers it worthwhile to invest in education now in order to get more tax revenue later”.

For developing countries, including Namibia, emerging from colonialism, there are pressure on governments to reconsider the quality of the colonial education vis a vis the national needs and demands of a liberated people, hence the need to embark on reform systems and curricula. This places a great burden on the governments to take over the nationalization and funding of the education reform process. In Namibia, great emphasis has been place on access, equity, quality and democratic dimensions of reform. Government control and funding has become indispensable in creating equity in access to education in Namibia. The state has continued to scale down their contribution to the financing of secondary and higher education and is calling upon the private sector to invest in the human capital with the hope to obtain higher rates of returns in the long term.

### **2.4.2 Private funding**

“Private financing by students (or their families) is mainly justified by the human capital argument of profitability. Education enables students to earn more after graduation and should therefore finance the initial investment”, Eicher (2000:38) This argument is based on the assumption that what is provided free is often consumed wastefully.

For private learning institutions, tuition fees represent a source of private income for the institution that enables them to utilize their resources optimally. The advocacy for private investment in the education of students by the private sector is drawn from profitability argument of the human capital theory. Private schools to a large extent depend on the public policy on private schooling, which states that funding could be partial or exclusive to the private school system.

According to Eicher (2000), in Europe, only Belgium and Netherlands have private schools that are fully subsidised by the State. Other European countries have a lesser degree of funding of private schools. The United States and Canada have between 10% and 6% enrolment at primary level in private schools respectively, with the percentage dropping when it comes to secondary level. Japan has virtually no private schools at primary levels but at secondary and higher levels. In developing countries the situation is different as most private schools receive little or no public funding. Although the World Bank analysts claim that private schools are much more cost effective than public schools (Jimenez et al .., 1988, Lockhead and Jimenez 1996 as cited in Carnoy 1999), the evidence to this claim is controversial according to many economists. Carnoy further goes on to argue that while private education is arguably cost effective it does not improve student performance and tends to increase inequality of educational outcomes. From a study done in Chile according to Carnoy (1999:58), “A broad and systematic privatization of school management such as in Chile suggests that large –scale private management of schools produces a breed of private schools that contributes little or nothing to school improvement”.

The competition between public and private schools does not necessarily lead to improvement in student performance, but because private school tends to enrol high performing students, they seem to have some positive results. Some theorists prefer a mixture of the two approaches but there are no conclusive results as to which system works better.

### **2.4.3 Private schooling in Namibia**

Namibian private schools are mainly owned by some elite groups, while others are being funded by missionaries and international bodies mostly to cater for international students and learners of well to do parents. While private secondary schools and institution of higher learning in some highly industrialized countries like Japan might seem to be successful and market oriented because of the full participation of the private sectors in such secondary schooling and institution of higher learning, the same cannot be said for Namibia.

The majority of learners attending private secondary institution and institutions of higher learning cannot afford school fees without government subsidy. Brock-Utne (2000) argues that private school policy would create a dual school-system in which the elites have their children in private schools where teachers have good salaries and enough instructional materials while the government-finance schools continue to be poorly financed and offer inferior education for the masses.

When governments embark upon the implementation of reform policies, it is important to do a thorough research on the political as well as economic status of individual countries before accepting any proposed reform from funding agencies which might derail practical and sustainable internal policies of countries. The few private schools in Namibia offer accommodation and are in the position to improve the quality of schooling because of good and sufficient funding from the private sectors entities. If more private sectors entities can participate in the funding of public schooling, they can take a great burden off the state and allow the state to contribute to financing of secondary education in Namibia, where the majority of learners cannot afford to continue and complete this secondary education.

#### **2.4.4 Cost sharing**

The policy of cost-sharing, especially at secondary and tertiary levels was advocated by World Bank in the 1998 document on the educational policies of Sub-Saharan Africa, and by the IMF as part of the structural adjustment program. Brock-Utne (2000). The introduction of cost sharing policy by World Bank even though they acknowledge its undesirable effects was implemented as it is stated in the (World Bank, 1988a:95 as cited in Brock-Utne 2000:61) that “It is probably inevitable that parents contribution to the costs of primary and secondary education, will increase, despite very real concerns about the impact of this on overall equity and efficiency”

In developed countries state schools are free and there is little or no direct contribution by households, while in developing countries governments have adopted the policy of cost sharing where households are expected to contribute to the education of their children.

Textbooks and uniforms, which are in most cases compulsory, are paid for by parents as a measure of sharing costs with the state. Only the provision of classrooms, furnishes, school material and teacher salaries are financed with public funds. This leaves many households with school drop-outs because they can hardly afford the cost of schooling at both primary at secondary levels, let alone higher education. In developed countries, the private and public schools are free or heavily subsidised and as a result, accessible. There is also a general decline in population growth in developed countries, which leads to a decrease in enrolment. Eicher (2000) argues that in developing countries the situation is totally different in the sense that, while it is a general accepted norm that basic education should be free and compulsory for all, parents are contributing greatly to the education of their children at all levels of education and Namibia is no exception.

The general observation is that there are no general accepted norms or standards that apply in the primary, secondary or higher education in the world. Each country has developed a policy framework that is guided by its own needs and resources availability.

With all the divergent policy frameworks influencing the market forces in different countries, there are a number of lessons that can be drawn from the human capital and globalization theories as an economic tool to guide us in making decisions for education. Countries like Japan and the Republic of Korea do not have private school at primary levels, but at secondary and higher learning levels. In African countries private schools receive little or no public subsidies while both primary and secondary schooling are very expensive and not affordable to many households, let alone higher schooling. Eicher (2000).

In view of all the challenges facing developing countries, notwithstanding their reliance on the World Bank funding, there is a great need to re-evaluate the education policies of such countries, including Namibia. It is one thing to have a financial need driven policy, but another not to be able to implement such policies successfully.

## **2.5 Policy formulation**

Tandon (1996 cited in Brock-Utne 2000) explains the role of the World Bank in policy formulation in developing countries in the following statements:

“It is the World Bank-donor analyses and prescriptions that dominate the ideological realm. They have so much human and financial resources at their command that to challenge them is an uphill struggle”. Tandon, (1996:3)

Political and socio-economic changes in African countries have brought into sharp focus the role of policy reforms in creating a suitable environment for change, since it is becoming clear that the implementation of development programmes depends on the degree to which African countries can reform their policies to facilitate social innovation. However the prospects of introducing such reforms need to be taken into consideration when introducing policy reforms in Africa, which are based on accurate assessment of prevailing situations. Steedman (1990 as cited in Juma and Clark 1995) has argued that:

“Despite the several external macroeconomics shocks of the last fifteen years, African governments have not accorded political priority to adjusting their economic policies along

rational lines. Nor have they shown much interest in exploiting their own capacity to formulate or implement economic policies or in improving their local analytical capacity. Policies have often been imposed by donors with the leverage accorded by a crisis; given a lack of economic data an analysis within government, donors have at times been forced to make rapid appraisal and to suggest measures on the basis of their own understanding of the situation. In many cases, such policies risk having little chance of success over the long run, based as they are on analyses carried out by foreign agencies with little local involvement in their production or commitment to their implementation”

He further notes that in many African countries “erratic or mercurial” policy making has prevailed despite the presence and development of considerable local policy making capacities. Government policy clearly differs across countries, depending on legal cultural and historical realities. Policies are formulated and implemented in any given country when they are universally adopted, however the practice in most African countries is copy and paste. This is supported by Brock-Utne (2000) who argues that the policies of the poorer countries in Africa are more often determined by terms set by the World Bank, the IMF and bilateral donor agencies. The same sentiments were also echoed by Whitty (1999:124) who argued that, “Policy makers are often criticized for looking overseas for solution to domestic problems in the naïve belief that policy designed in one context can be unproblematically transported elsewhere”. He further argued that those involved with analyzing these policies also need to be wary of decontextualizing reforms.

Kean (1994 as quoted in Juma and Clark 1995) argues that “much of literature has had a strong linearity in its conceptual framework”, by which he means that, if policies do not achieve what they are intended to achieve, this is held to be a problem not for the policy-making process itself, but rather of political or managerial failure in implementing policies. In another way this is to say that much of the standard literature concentrates on generalized statements about the policy-making process, but tends then to be relatively weak on following through what actually happens in practice and then using this knowledge to inform theory. Kean’s position is that what happens in practice is that policy outcomes bear very little relationship to policy decisions. Since one of the traditions of policy-making in colonial states, which is still dominant in Africa, is to perceive the public not as

a clientele, or even as a resource, but rather as a source of potential problems which the decision-maker must somehow strive to neutralize.

Government policies in many African countries are usually implemented by “subordinate administrators whose obedience to command should be prompt, automatic and unquestioning”. In addition, NGO’s which are often seen nowadays as an extension of the army of implementers, are expected to behave in the same way, although clearly they are not directly under state control. Kapeturu as quoted in the New Era (2005) conversely argued that “implementation should not be divorced from policy and must not be conceived as a process that takes place after and independent of, the design of policy. Further elaboration was provided by MCLAughlin (1976 as cited in Juma and Clark 1995) who argued that implementation is a” mutual adaptation” process involving instructional change in response to new policies. This analysis was extended by Bardach (1977 as cited in Juma and Clark 1995), who used the same theory to show how implementers routinely change policy goals, divert resource to other activities, resist new policies or subvert on -going initiatives. I would concur with Rondinelli (1993 as cited in Juma and Clark 1995) who maintain that public policy-making is recognized as an incremental process of trial and error through political interaction and successive approximation. Implementation of a particular policy may generate new problems that require additional policy interventions. Policy should be designed in a flexible manner.

In most cases policies in Namibia are not properly rooted within the communities being affected by them. There is often resistance to their implementation, which could have been avoided had their formulation process been more participatory. Policy discussions should take into account factors such as ethnicity, religion, regionalism, gender etc, if not policies are not likely to provide realistic options for reform. In most African countries policy reforms are formulated to respond to singular concerns, often associated with vested interests, but because of a general lack of democratic responsiveness the public is usually not in a position to articulate its demands. Public institutions are often required to respond to the demands of politicians. Policy formulation should be accompanied by

strengthening the institutions which collect, process, evaluate, store and apply information for policy management. There is general need for evaluating policies and programmes of education in developing countries, in order to create the necessary database that can be used by decision makers to take corrective measures aimed at policy adjustments and the creation of effective management systems.

## **2.6 Policy evaluation**

### **2.6.1 Definition of evaluation**

National government administrative organs are required to measure and analyze the effects of their own policies and objectively assess them so as to provide useful information for more precise planning and implementation of policies.

In “Nature of Evaluation” by Worthen & van Dusen (1994:2109), the most common definition of evaluation according to the dictionary *is*, “to determine or fix the value of; to examine and judge.” Evaluation is a term that is widely used in education. It can be used to make judgment about many aspects of the education system or to monitor implemented policy. Evaluation involves the gathering of information or data as well as using information or data to make decisions. If evaluation is carried out correctly, it can contribute directly to the smooth running of any educational system, as proper evaluation can improve the decision-making process. That’s why evaluation is not only valuable but essential in any effective educational system.

Any given organization has a mission, that the organization holds up to the outside world, or external environment, as its connection to goals for social betterment. The concept evaluation has a broad practical meaning that can be used formally and informally. The informal function of evaluation often leads to inaccurate and flawed judgment, whereas the formal evaluation are structured, systematic and accurate and enables the determination of the value of an object or



program. Scriven (1967 as quoted by Worthen and van Dusen 1994) argued that, “The goal of evaluation is to provide answers to significant evaluation questions, whereas its role is to refer to various ways in which those answers are used.”

### **2.6.2 National and international uses of Evaluation**

In many industrialized nations, educational programs have continued to increase in size and cost during the 1970s and 1980s. Taxpayers and public officials have increasingly urged that these programs be evaluated as a means of assuring both program quality and accountability to their beneficiaries. As stated by Worthen & Dusen (1994:2110) evaluation has been used as an instrument to assist in attaining national goals.

Conner and Hendricks (1989 as cited in Worthen & Dusen 1994:2110) noted that there are several transnational trends in evaluation, for example in many developing countries a major issue is the fact that most of the evaluations are conducted by nonnative evaluation specialists who lack relevant knowledge of local culture and values.

Worthen and Sanders (1987 as cited in Worthen & Dusen 1994:2115) maintain that:

“Many evaluators unthinkingly follow a chosen evaluation approach into battle without first making certain the proposed strategy and tactics fit the terrain and will attain the desired outcomes of the campaign. Insisting that the judicial evaluation model be used for an internal formative evaluation where the issues, not to mention the program, are vague and amorphous is as foolish as mounting a Calvary attack across a swamp”.

Each evaluation approach can be useful. The challenge is to decide which approach best fits the task at hand. Without dwelling more on the term evaluation, Namibia indeed needs to evaluate its own programmes and policies in order to arrive at the correct decision on how best to adjust the educational system in accordance with the needs of its citizens. Formative evaluation is needed as its purpose is to monitor and guide a process while it is still in progress. Scriven (1991 cited in Worthen and van Dusen 1994) pointed out that formative evaluation is a tool that provide feedback to decision makers, planners, teachers

and students. Formative evaluation predicts summative evaluation where the new is compared with the old and help to judge the success of a process at its completion. Summative evaluation on the other hand provides information to determine the efficiency, effectiveness and cost-effectiveness of the different components of a programme or the whole programme.

The importance of evaluation is according to Scriven (1991 as cited in Worthen and van Dusen 1994:2110) in pragmatic terms means that “bad products and services cost lives and health, destroy quality of life and waste resources of those who cannot afford to waste”. Ethically it means, “A key tool to justice, and in socially and business terms it means, “direct effort where it is most needed. Intellectually, it means that, “it refines the tools of thought and basis for justifiable self-esteem. Evaluation is broadly used essentially for scientific inquiry and primarily for political activity. There are a variety of approaches that can be used in the evaluation process as clustered by Worthen and Sanders (1994 as noted in Worthen and van Dusen 1994) but however for the purpose of this study we are not going to discuss each in more detail, but rather list it for interest sake:

- 1 Objective-oriented approach
- 2 Management – oriented approach
- 3 Consumer oriented approach
- 4 Adversary oriented approach
- 5 Naturalistic oriented approach

While Worthen and Sanders (1994), listed the subfields of evaluation above, Scriven (1991 noted in Worthen and van Dusen 1994:5115) describe it as, “ .. a restrictive view of the nature of evaluation”. He prefers what he terms “thoughtful eclecticism” of drawing on all approaches as studies are planned and conducted in the evaluation process. Scriven further noted:

“The process of disciplined evaluation permeates all areas of thought and practice...It is found in scholarly book reviews, in engineering’s quality control procedures, in the Socratic dialogues, in serious social and moral criticism, in mathematics, and in the opinions handed down by appellate courts..... It is the process whose duty is the systematic and objectives determination of merit, worth, or value. Without such a

process, there is no way to distinguish the worthwhile from the worthless.” Scriven (1991 cited in Worthen and van Dusen 1994:2110)

The field of evaluation has in recent years grown to a point where it has created many opportunities for career evaluators and there was hence a need to create global standards for evaluation. In 1981 the Joint Committee has been established. Despite the acceptance and availability of tools such as the Joint Committee standards, few educational evaluation studies are being subjected to closer scrutiny, because of the lack of a meta-evaluation that is an evaluation of an evaluation Worthen and van Dusen (1994)

### **2.6.3 Limitation of evaluation**

Despite the usefulness and increased importance of evaluation to policy adjustment and programme management, there would always be limitations to the theory due to various factors. A few examples immediately come to mind:

- 1 Lack of inadequate knowledge about evaluation
- 2 Technical inadequate evaluations
- 3 Infrequent or casually conducted meta-evaluation
- 4 Lack of understanding of political nature of evaluation
- 5 Failure to set standards/criteria to make informed judgment
- 6 Narrowing evaluation approaches and evaluation techniques
- 7 Biasness of evaluators.

An evaluation is often adept at identifying the problem than providing sensible recommendation for remedying the problem.

The literature review chapter has discussed the human capital- and globalization theories as tools for growing economies. It has also looked at policies formulation and evaluation as management tools that drive education systems towards the provision of equitable and quality education of countries. The literature review therefore provides a basis for the researcher to have reference material relevant to the recommendations to be advanced in chapter 6.

In the next chapter the study will give a brief overview of the education system in Namibia with more emphasis on the Oshikoto Region. Secondary education will

be discussed, since it forms the basis of this study and how it interprets itself in the future socio-economic development of the country.

## **CHAPTER 3**

### **NAMIBIA PROFILE AND SECONDARY EDUCATION SYSTEM**

#### **3.1 A brief overview of Namibia**

Namibia is situated on the West Coast of Southern Africa and is bordered by Angola in the north, Botswana in the east, South-Africa on the South and the Atlantic Ocean on the west. Namibia is a semi-arid country covering an area of 825,000 square kilometers. The country obtained independence on 21 March 1990, after a protracted war for liberation. The population is about 1.8 million. (Population and Housing Census, 2001). Namibia is a multilingual country with 12 or more major ethnic groups. Education in Namibia was historically offered by the European missionaries during the days of the first colonial occupation by Germany and by the former Southern African regime before independence. During the German colonial era, education was mainly in the hands of missionaries, but when the former South African regime took over the colony after the Second World War. <sup>2</sup>Bantu or native education was imposed against their will on the Namibian people, as Van Zyl (cited in Salia-Bao 1991:19) commenting on the introduction of Bantu Education in

Northern Namibia had this to say:

“The community schools were well established in the Northern Sector, but were delayed in the more urban Southern Sector, and that the Amended Syllabus and the native language emphasis had been instituted successfully”.

This marked the transference of the native education to the South African Department of Bantu Education for the total control of the former South West Africa education system by the colonial South African Government. Under the

---

<sup>2</sup> The word Bantu is derived from the Swahili word "muntu" or bantu meaning person or people and the Dutch or Afrikaans speaking group in SWA and SA referred to indigenous people as native or Bantu's.

Bantu Education Act, each ethnic group in Namibia was considered a “separate tribal group”, with the right to self determination. According to Salia-Bao (1991:21) the proclamations of AG8 of 1980 set up Education Authorities based on ethnic groupings.

They were the Administration for Owambo, Caprivi, Herero, Damara/Namas, White, Coloured and Tswanas. The provision of both primary and secondary education and the training of primary teachers were entrusted to the so called representative authorities or administrations. The actual administration and transfer of education funds to the Representative Education Authorities was approved and determined by the Department of Finance in the House of Representative subject to the availability of funds and the needs expressed by the individual Representative Authorities. The White were considered one ethnic group even though they consisted of Germans, Afrikaners, English and Portuguese and other minor communities of European decent. As per the apartheid policy of divide and rule Blacks were restrained from mixing in fear of a united revolt.

Bantu education was designed for the black or indigenous people of South Africa and the then South West Africa (Namibia) to provide basic education to enable blacks to have basic skills that would allow them to serve the interests of their masters, under the system of the segregation or apartheid as it was notoriously referred to.

### **3.2 Education after independence**

During the 60s and 70s most African countries witnessed dramatic quantitative growth in their education systems while Namibian has remained colonized during this era. Only after the independence 1990, did Namibia embark upon the reforming of its educational system to try and reverse the effect the colonial system of South Africa and start to Namibianize the education system. Namibia is geographically a large country with a small population. The vast distances between places make the provision of education rather challenging. Namibia with an average population density of 2.2 per km<sup>2</sup> as quoted in Brunette (2002) makes

the provision of education expensive, as schools are scattered all over the country. The majority of the Namibian population resides north and northeast of the veterinarian red line in rural areas, far away from the well developed urban centres.

The vast distances and lack of proper road and communication infrastructures added to the burden of cost for education in the new independent Namibia. Independence brought about higher demand for more class space as access to schooling became a reality. More teachers needed to be trained and deployed in the new schools to be able to cope with the new enrollment demand.

The situations in the north-western and southern parts of Namibia though not as densely populated as the northern parts are the same with vast distances that increase the cost of equitable education delivery to communities in those areas. For many years the San communities living in the Namibia desert were marginalized and were never part of development in mainstream Namibia, let alone education. With independence, however, steps towards their integration were taken and more schools were built to accommodate more learners from this community. Independence further brought about free movement of people and resulted in more people moving from rural areas into urban centres looking for employment.

The Ministry of Education had to decentralize its administration, planning and supervision departments to regions in order to bring the decision-making process nearer to the points of implementation. For administrative purposes, the country was divided into seven educational regions, each with its own regional education office headed by a directorate of education. However, in compliance with the central government policy of decentralizing, education had equally to be decentralized to all 13 political and administrative regions in 2003. The Ministry is overall responsible for the running of the education system in the country, while it is the regional education offices that shoulder the bulk of the implementation process of educational programmes on a day to day basis, by working closely with schools and communities in their respective regions. Partnerships with

communities are being strongly encouraged for the provision of supportive services at the local level. The creation of school boards to take charge of school affairs at local level was meant for communities to become more involved in the educational reform and implementation processes and also to encourage parents to contribute to the payment of school fees, raising school funds and providing material and labour for building more schools in their respective regions.

### **3.3 Education policy**

Policy formulation and implementation was one of the immediate tasks of the Ministry of Education, Culture Youth and Sport when Namibia achieved independence in 1990. Education reform in Namibia was initiated through a variety of policy documents and policy papers, with “Towards Education for All” being the most important one. The education policies in Namibia are guided by the overall goals of access, equity, quality, democracy and efficiency (MBESC, 1993), based on internationally recognized policies such as the “Jomtiens World Declaration on Education for All” UNESCO, (1991). The education policy Toward Education for All puts it correctly that: “Education for all is an important good, guaranteed in the constitution and central to the national development strategy” MEC (1993:2)

### **3.4 Cost sharing in Namibia**

The post independence era in Namibia was earmarked by the reform processes that resulted in various policy formulation processes that commenced with the issuing of ministerial policy documents and directives in view of trying to consolidate the former ethnic based education system that prevailed in the country before independence with the transformation towards a new Namibianized education system. The segregation policy of the South African colonial government had to make way for anew nationalized education policy aimed at providing access, equity, quality, democracy and efficient education for all Namibians as guaranteed by the Namibian Constitution. The policy documents and ministerial directives were aimed at providing transformation guidelines to the administrators and implementers of such policies.

Education reform policies are many to quantify but among them, one such policy is the policy on cost-sharing and its implementation which forms the basis of this study. Where the financing of education prior to independence were vested solely in Central Government, education in independent Namibia is shared by government the private sector and parents in partnership, while the transformation process has been carried forward with the assistance from the international and non governmental organizations and the World Bank

According to Patrinos (2000) most countries provide education to their citizens without charge or at minimal cost. However, fiscal constraints prevent many, especially low-income countries, from relying solely on government revenues to finance desired education expansion.

He further states that to solve this problem, many countries have adopted policies to charge tuition fees to recoup part of the cost of providing public education services. Failure of governments to meet their basic public needs due to the decline in public funding encroached on parents the responsibilities to partly contribute to their children spending in education.

The decline in public spending on education in Namibia appears to have negative impact on student enrolment especially at secondary school level, with mass drop-outs and high failure rates due to a number of socio-economic factors. The Namibian constitution guarantees free and compulsory education for learners under the age of sixteen years, but the reality in practice is that many learners whose parents cannot afford school fees, hostel, transportation as well as other supportive material, loose their places and drop out of school altogether. The focus of this study is hence to investigate how the policy of cost sharing has impacted on and affected parents and learners in Oshikoto Region in view of the poor examination results and high school drop figures in the region.



### **3.5 Oshikoto Region**

Oshikoto region as shown in annexure 1 is one of thirteen political and education regions in Namibia. It is bordered in the north by Ohangwena, to the east by Kavango region, to the southeast by Otjozondjupa and to the west by Oshana and Kunene regions. The population is 160,788 as quoted from the 2001 census. The mining town of Tsumeb is the only town in the region and is the seat of the Oshikoto Regional Council the political organ in the region. Omahangu is the principal crop in the North, while cattle are reared in the Mangeti and the Tsumeb districts.

The region population has grown significantly over recent years, partly as a result of redistribution within the Oshiwambo speaking area. Apart from Tsumeb and Oniipa, people have settled in a corridor along the trunk roads, sometimes forming quite dense concentration, with Oshiwambo language being predominately spoken. The San and Damara languages are spoken in the south of the region with English, Afrikaans and other minor languages spoken in the urban centre of Tsumeb. The Oshiwambo speaking people in the region are predominantly part of the traditional Ndonga “kingdom”. The San people are a marginalized group who own no land, having lost the land they occupied in and around Etosha to Government. They have been pushed out of these areas during tribal wars and now live as squatters on the outskirts of towns, on settlement farms and or work as laborers on commercial farms.

### **3.6 Household**

Oshikoto region is one of the previously disadvantaged regions that was regarded as part of the Oshiwambo speaking homelands and never saw the mainstream of urban development. As such the main source of income has remained subsistence farming with 56% of the household depending on it for income. Only 45% of the population is employed. It is understandable therefore that many has no direct and stable income that would enable them to keep up their payment of school fees, while struggling to even put food on the table for their families. (Figures

have drawn from the 2001 Population and Housing Census.)

In comparison to primary school expenditure, secondary education has become much more expensive for parents in this region. With the policy of cost sharing, parents are expected to cover the cost of textbooks, stationary, uniforms, meals, accommodation and transport for their children to be able to attend to school. Textbooks and other supplementary materials make secondary schools even more expensive. Besides all these school fees, households are expected by schools to provide labor and or materials for the construction and maintenance of school buildings. Parents are also requested to contribute and participate in, fund-raising activities organized by the schools. In the rural areas parents construct accommodation hostels or shacks around schools to allow children to have roof over their heads while attending schools as a measure to cut traveling cost. Those parents, who can afford, may hire care takers to care for learners during the school terms at these self built accommodations around schools. Due to lack of sufficient public financial support, schools need additional funds to acquire and supplement the basic equipment provided for by the government, and rely as result heavily on the contributions by parents. Namibia have few wealthy parents that can comfortably contribute to the school financial fund needed by the schools to give the necessary support to learners to prosper at school. The majority of the learners in the region struggle through their primary schooling until they eventually drop-out somewhere at secondary school level. This brings us then to the question whether cost-sharing in Namibia is recommendable and may have been successfully implemented if the majority of learners can barely make it through secondary schooling due to the escalating cost of schooling in Namibia.

Secondary schooling is the level that prepares learners to enter tertiary education in order for them to acquire market related skills that would make them productive citizens. The Namibian education system has succeeded in creating a sieve at secondary level where only half of those writing examination for grade ten can proceed to grade twelve. The current high failure rate of both grade ten and grade twelve are clear testimony of the ineffectiveness of the policy of cost sharing and other contributing factors especially at secondary level, where

learners are supposed to enter tertiary institutions to acquire skills and become productive adults in order to contribute to the welfare of the country.

### **3.7 Secondary Education**

The educational structure of the formal schools system makes provision for a Secondary education phase. Namibia has two levels of secondary schools, combined schools and senior secondary schools. The Secondary phase consists of junior secondary education, catering for grades 8-10 and the senior secondary school, which caters for grades 11-12. MEC (1998)

Combine schools, are supposed to offer both primary and junior secondary or senior secondary grades under one roof” but in essence very few of the combined schools offer all primary and secondary grades. As per the Annual Financial Report of 2004-2005 the Oshikoto region accommodates 55400 learners within its five circuits. Five Inspectors are responsible for the five circuits with a capacity of 1954 teachers teaching at 169 schools. Out of the 169 schools 59 are secondary schools, with the following breakdown.

**Figure 1. Secondary schools in Oshikoto Region**

<b>Classification</b>	<b>Number of secondary schools</b>
Combined Schools	44
Junior Secondary Schools	7
Senior Secondary Schools	8
Total	59

### **3.8 National Examination and Assessments**

The Namibia Qualifications Authority (NQA) has established in terms of the full Act of Parliament in 1996, is tasked with the recognition of all learning and all qualifications standards attained in the country. The Directorate of National

Examinations and Assessment (DNEA) is responsible for the supervision of all national examination in Namibia, while in other cases it acts as the agent of external examination boards.

The major examination controlled by the DNEA is the Junior Secondary Certificate at the end of Grade 10. The IGCSE and HIGCSE examination written at the end of grade 12 are administered by the University of Cambridge Local Examinations Syndicate as per the Presidential Commission report of (1999).

The Cambridge Education system presents a few difficulties for the local learners. First, the content of the text books are foreign to learners and so also the English language used. Textbooks being imported are also few and never enough for learners as stated above. Additional supplementary text material is necessary to supplement the information of the research text books supplied. Students, in the Oshikoto Region have hardly access to internet to be able to do research, nor do they have access to daily newspapers, televisions and libraries. The examination fees required for the grade 10 and 12 examinations adds to the already heavy task of school fees and discourage parents and learners to keep up attending secondary education. Namibia has to come to a crucial stage where they have to reconsider Namibianising education after sixteen years of independence, in order to be able to address the needs and aspirations of the Namibian people. The introduction of the Cambridge Education system has also added to the cost of secondary education. Textbooks are imported and expensive and therefore fewer enough for all learners. External examination fees add to the already exorbitant fees and make education inaccessible to the majority poor learners. The Cambridge system has not solve the problems offered by Bantu Education, but have rather managed to create many school drop-outs that adds to the already high rate of unemployment.

After having given some background information on the evolution of the Namibian education system and having discussed the setup of secondary education in Oshikoto Region in particular, it is evident that the policy of cost sharing has positive bearing on households at primary and not secondary levels of education. This simply because the majority households in the region are unable

to afford the high secondary school fees required of them. The lack of more secondary schooling and supplementary teaching material in the region also adds to the already high fees which deters parents to keep the learners from school. The result of the above is that the policy of cost sharing was not well researched, but again was adopted because of the World Bank Report recommendations without proper socio-economic research of the Namibian situation.

The next chapter will describes the methodology the researcher employed to do this study. The chapter will presents the research design, research data sources and research data gathering techniques. The setting is also explained in order to give some limitations of the study.

## **CHAPTER 4**

### **METHODOLOGY**

#### **4.1 Introduction**

This chapter will discuss the methodology that was used to carry out the study. It will highlight the research design, population and sample and type of data collection and data analysis that were followed for the study. The study was conducted over six weeks between September and October 2006.

#### **4.2. Research design**

The purpose of this study is to investigate the extent to which cost sharing in the Namibian context impacts on equity of access to enrolment, attendance and performance of secondary schools. Both open-ended and close ended questions were asked through questionnaires and interviews.

This resulted in researcher using the mixed method supporting Creswell (2003:218) idea that:

”The mixed method has much strength. A researcher is able to collect the two types of data simultaneously, during a single data collection phase. It provides a study with the advantages of both qualitative and quantitative data. In addition abusing the two different methods in this fashion, a researcher can gain perspectives from the different types of data or from different levels within the study” (Creswell, 2003:218)

The term qualitative approach and a case study as research design have been used. According to Bryman (2004), “qualitative methods include a variety of techniques, from participant and writing of ethnography, to semi structured interview, questionnaires, field dairies, documents and group discussions”. It also provides a detailed account of what goes on in the setting being investigated. Qualitative research being a field focused, in education the qualitative researcher can decide to visit schools, classrooms, teachers, pupils and even parents and other educators, which was the case of the researcher in this study, as various educational institutions were visited. The term qualitative research, as defined by Strauss and Corbin (1998) means any type research that produces findings not arrived at by statistical procedures or other means of quantification. Patton (1990) explains naturalistic inquiry as contrasted to experimental research where the investigator attempts to control the condition of the study. Thus experiments or survey methods will be unrealistic for this study for various reasons. This is the reason why a qualitative method was considered appropriate for this study, due to its flexibility. “A case study requires the collection of very extensive data in order to produce an in-depth understanding of the entity being studied” (Gall et al, 1996:402). Case studies are defined as detailed investigation of individuals, groups, institutions or other social units. The research by conducting a case study attempts to analyze the variables relevant to the subject under study. Therefore, the principal aim of choosing the case study approach was to focus on individual cases and not on the whole population of cases. Taylor & Bogdan (1984) commented that this type of research allows room for deeper insight into situation, a phenomena and the life world of a specific selected person. A case study approach was chosen as the best suited to gaining knowledge about rare phenomena and incidents such as this.

The research is not going to determine the cause or effects, or judge the phenomenon, but aims at giving a dense description of the phenomenon.

In addition, it is not the idea of the researcher to generalize the opinion of the teachers to the population but rather to use the opinions as examples and to understand the particulars of the case in its complexity. In qualitative research McMillan and Schumacher (1993:375) identified four purposes or uses of the case study design. I find their identification useful for my study and rephrase these as follows:

- A case study design is used to develop a concept or model. In research work case studies are found suitable for exploratory research. The linkage between the qualitative approach and ethnographic research enables phenomenology, which is embedded in the ethnographic research, to provide an understanding of a concept from the participants' views of their social reality. The concepts are "grounded" theory. They are abstractions deduced from observation rather than from prior theories.
- A case study design is used to describe a situation, event or process. This design provides an opportunity for the analysis of processes voiced by participants.
- Case study designs are appropriate to evaluate a programme. This is needed when self-evaluation by participants is desired.
- Finally, case studies are also employed to identify policy issues. They are suitable to explain public policy outcomes and policy implementation. Case studies frequently identify issues that suggest the need to modify statutes or regulations. They provide a more complete understanding of a complex situation, identify unintended consequences, and examine the process of policy implementation.

Investigating the process of policy implementation requires what is termed 'analytical designs'. Qualitative research that is called 'analytical' examines problems through an analysis of documents. McMillan and Schumacher,

(1993:375). In my Chapter 6, I will make an attempt to recommend what might be relevant to our education system regarding the policy of cost-sharing.

### **4.3. Target population**

The population, universe, or aggregate comprise the totality of units having certain defined characteristics in common. In this case my target population for the study is the group which the researcher would like to discuss. Bickman and Rog, (1998).

Namibia has four phases of schooling, namely primary (grade 1-4), junior primary (grade 5-7), junior secondary (grade 8-10) and senior secondary (grade 11-12). The target population focus of this research was the junior and secondary schools and circuits Inspectors of schools within Oshikoto region. It is necessary to target the group that is psychologically affected by the cost-sharing education system in Namibia.

#### **4.3.1. Sample**

One of the most important steps in the research plan is to select the sample for the study. The formulation of the research design entails the specifications of the sampling of the methods that will be used to ensure that sample actually represent the population form which they cover. The sample taken will be used as basis for answering the research question or testing of the hypothesis that is: What is the main factors affecting students enrolment, attendance, performance and dropout rates in secondary schools in Namibia.

Unlike quantitative research which uses a random sample that can be generalized to a large population, qualitative research uses a purposive sampling method Fraenkel & Wallen, (1993). Purposive sampling was employed in this study because it allows for own judgment to be used in selecting the sample, which can yield considerable data, in that participants, who are known or judged to be good sources of information, are specifically sought out and selected for the sample. This is



echoed by Fraenkel and Wallen (1993), who state that purposive sampling is different from convenience sampling in that researchers do not simply study whoever is available, but use their judgment to select a sample which they believe, based on prior information, will provide the data they need. Purposeful sampling was used to select the school and informants for the study.

#### **4.3.2. Selection and case study**

The case studies consisted of six secondary schools. In this study, I refer to these schools as case study, A, B,C,D,E,F. The selection of the six schools is a purposive sample. It is purposive in the sense that they have hand picked on the basis of their typicality. That is, whether they satisfy the specific needs study Cohen and Manion, (1985). The selection of the schools was determined by the surrounding environment and the type of learners the schools catered for and the fact that the six secondary schools also cater for both day and boarding students.

#### **4.3.3. Criteria used to choose the number of participants**

In the study the sample was drawn from the population of six (6) secondary schools, out of the fifteen of the educational region Oshikoto. The population is divided in three junior secondary and three senior secondary schools that comprises in urban and rural secondary schools. The region has five circuits represented by inspector and four from the five have been interviewed with two deputy directors. Questionnaires were completed by principals and students.

## **4.4. Data collection instruments**

### **4.4.1. Questionnaire**

Data was collected between September and October 2006 and interviews and questionnaires were used as the two basic instruments for data collection.

The sets of questionnaires and interview schedule were developed by the researcher for use in the collection of data from the respondents. Questionnaires were given to all six heads of secondary schools and all grade 10 and 12 learners.

Additional to that group it was also given to a group of dropped out to establish why they have dropped out of school and their views on the cost sharing policy and whether it could have contributed to them dropping out of school or having impacted on their general school performance.

Given the nature of the kind of information that needed to be obtained and time constraints, questionnaires were most suitable for the study. It was mainly because a questionnaire is relatively economical, can ensure anonymity and the questions can be written for the specific purposes. Mcmillan and Schumacher, (1993). Questionnaires were ideal to use because all respondents were able to read and write.

### **4.4.2. Interview**

Cohen and Manion (1985:291) defined research interview “as a two-person conversation initiated by the interviewer for the specific purpose of obtaining research-relevant information, and focused by him on content specified by research objectives of systematic description, prediction or explanation”. It is the most common and powerful way to try and understand our fellow human beings. In taking into account the main objectives of my study, I used the unstructured interviewed method for the study. This assisted the researcher to explore different views from the respondent’s concerning the effects of cost-sharing on equity in secondary schools. As Kvale (1996:129) stated that “a good interview question

should contribute thematically to knowledge production and dynamically to promoting a good interview interaction” Interviews helped the researcher to cover the explored area and provided the researcher with more information on how to formulate recommendation that might ease the plight of the Namibian community that is affected by the policy under scrutiny.

#### **4.5. Organization and data analysis**

Data analysis is a necessary and vital part of the research. The analysis of data comprises of examining, categorizing, tabulating and sometimes recombining the evidence to address the initial propositions of the study.

Both qualitative and quantitative method was used concurrently in analyzing and interpreting the data in this study.

The research will follow the suggestions of Tersch (1990) concerning the analysis of qualitative data; her organizing results system formed the core analytical in which and organizing system can be derived. According to her, results could be interpreted according to: 1. Research question and sub questions, 2. Research instruments, 3. Concepts or categories used by other authors in previous related studies and 4. The data themselves (1990:141). The study will use all four of these means.

All the interviews will be transcribed by listening to the recordings and writing down everything said by the informants. Information obtained in another language was transcribed into English by someone the researcher used as an interpreter. The transcribed interview were typed and printed.

The researcher will examine each transcript and underline certain words with a pencil. The purpose would be to find a matching pattern, so that they could be grouped into categories. The categories will be formed from the sub-questions deduced from the research main question. Under these questions there will be lists of items (reminder lists) to be explored during the study. These items will form the sub-categories. Information obtained from the study should either merge with related categories or form new categories. Thereafter attention will be given

to findings that contradicted each other while allowing individual accounts to be heard and interpreted in the broader context. This approach to analysis and writing down of accounts adds credibility to the research by showing the analytical authenticity for what makes most sense, rather than marshalling all data toward a single conclusion. Patton (2002)

As a common practice in writing qualitative reports, the research will use the voice of participants in the text in forms of quotes. This is very important in describing a phenomenon since it enables readers to understand it from the point of view of the 'insider' rather than that of the 'outsider', in this case the researcher. As Lincoln and Guba (1985) note, "If you want people to understand better than they otherwise might, provide them information in the form in which they usually experience it" (1985:120) At the end, readers should be convinced that what they have read were not the views of the individual researcher but rather "authentic and representative remarks transcribed straight from the horse's mouth," Van Maanen (1985:49)

#### **4.6 Validity and reliability of the study**

According to Kvale (1996), with validity it is meant the trustworthiness and correctness of the statement. Sarandakos (1998) further states that validity is the ability to produce findings that are in agreement with theoretical or conceptual values, which means the ability to produce accurate results by measuring what is supposed to be measured.

Reliability is the extent to which a procedure produces similar results under constant conditions on all occasions Bell, (1996). Patton (1990) stresses that the goal of reliability is measured by triangulation but validity and reliability depend to a great extent on the methodological skills, sensitivity and truthfulness of the researcher.

In this study the researcher tried to strengthen the validity of the study by consulting different individuals. During the consultation period, the design of the interview guide was thoroughly discussed and pre-tested in order to refine the

data collection plan and the producers that were to be followed. Amongst the main sources consulted are Directors, colleagues and reference books. Prior to interview, the concepts were clearly discussed and understood by the interviewees. A cassette recorder of adequate quality had been purchased and was used to record the interviews.

It was also important to maintain the accuracy of recording and transcription thereof throughout the study. As suggested by Lincoln and Guba (1985), all the statements made by informants during the interview have to be recorded and kept for future reference.

Both the questionnaire and an interview schedules were ideal tools for ensuring the reliability of the study, because they both contained specific questions that were aimed at testing the hypotheses.

#### **4.7. Generalization**

The study poses some special shortcomings for internal generalization because the researcher was only for a short time in the presence of the persons interviewed and it is difficult to draw inferences from what happened during that brief period to the rest of the informant's life, including the interviewee's actions and perspectives.

The study was conducted in one educational region, Oshikoto only and therefore the study cannot claim to have taken into account the whole Namibian educational environment for the study outcomes. Namibia is vast country with diverse indigenous groupings that were influenced and still continue to be influenced by many socio-political developmental factors and hence there is likely to be several different effects of cost sharing on the regions within the country.

#### **4.8 Challenges encountered**

Policies are made by people for people and they are therefore not rigid but meant to be changed according to the needs and demands of the community. The past from which Namibia has emerged has however create recipient minds where the previously disadvantaged were made to believe that policies cannot be challenged and changed as deemed fit by the communities. To this end teachers, parents and learners still live with the notion that government policies are static and cannot be tampered with by anyone other then government.

It was therefore difficult to get truthful information from those affected negatively by such policies because they believe that there is nothing that they could do about the policy.

The vast distances that had to be covered between schools across the region made it difficult for the researcher to cross check information after realizing that there were certain shortcomings in the way answers were provided. In most cases the indirect communication mode through an interpreter created a communication gaps that one could sense from the answer provided by parents during the interviews. The research had taken place towards the end of the academic year while the registrations process only commenced during the second week of January in Namibia and one could not observe the registration process first hand in order to verify the problems encountered by learners and parents. However the chapter above has attempted to discuss the methodology, sample and selected instruments which comprised questionnaires and an interview schedule. These instruments were ideal for gathering and analyzing qualitative data while the chapter that follows presents the findings that were obtained from the administered instruments.

## CHAPTER 5

### DATA PRESENTATION AND ANALYSIS OF FINDINGS

#### 5.1 Introduction

In the study, "SADC Initiative in Education Policy Development, Planning and Management," it is argued that:

Country case studies revealed that even though policy processes of formulation, planning, management and implementation vary enormously from one context to another, policy emphasize show remarkable similarity. These similarities are conditioned by common structural and historical conditions and the regional positioning of individual countries within a global political economy. Despite this similarity, the meaning of particular policies in different contexts varied. On the one hand, local, institutional conditions differed. While on the other, different social actors attributed different meanings to the same policy (SADC 1998:4)

This means that similarities that exist within countries or in systems of education of such countries might be interpreted differently by different stakeholders. This also implies that policies within individual institutions of different countries, though showing similarities might be interpreted differently by different stakeholders. The perspective of cost sharing may as such show similarities but the interpretation thereof may differ from one education system to the other and from one institution to another. To this end, principals, teachers and students might attribute different meanings to a policy being implemented, even within the same school. In developing countries, the lack of sufficient policy framework or the implementation thereof, fall short of matching expected outcomes, as rightly observed by Psacharapoulus (2000).

The inability of policies to meet expectations is what is referred to in Chapter one as the gap or disparity between the policy framework and the actual practice at schools in Oshikoto Region (Namibia).

Chapter one attempted to examine the effects of cost-sharing in the Oshikoto Region and how it affects the equity in access and the completion of secondary schooling by learners of parents with low or no income. The data compiled was gathered through interviews with the Director of Education in the Oshikoto

Region, the Deputy Director and school inspectors within their respective circuits, and the questionnaires were completed by the heads of schools and the grade 10 and 12 learners of the schools visited.

The main research question is: What are the main factors affecting student's enrolment, attendance, performance and dropout rates in secondary schools in Oshikoto Region of Namibia? Sub-questions that are vital to the interpretation of the views of the directors, inspectors, school heads, parents and students, on the cost sharing policy within the region were derived from the main question above. It was vital to establish whether the assumption to interpret one policy within the region differently, would in fact differ from one school to another and from one school head to another as suggested by the SADC Study.

## **5.2 Background of respondents and interviewees**

### **5.2.1. Students**

The students from grade 10 and 12 from six selected schools were the respondents to the questionnaires. The two grades students were chosen because they were the ones greatly affected by the policy of cost sharing. The grades 10 because they are facing dropping out of school if they did not get the required average pass mark to proceed to the next grade. They also risk dropping out of school forever, if the parents would not afford to pay for adult education to improve their marks that would allow them to continue with formal schooling.

The grades 12 on the other hand are also greatly affected because they become discouraged by the fact that they are aware that even if they finished secondary schooling, they will never be able to afford higher education due to lack of sponsorships or bursaries to further their studies. The grades 10 and 12 students were selected from both urban and rural schools. Those students who are in boarding schools in particular, revealed some very enlightening and interesting information on how cost sharing is influencing their school enrollment, attendance and overall performance at secondary schooling.



### **5.2.2. Head of schools**

Heads of schools were selected according to the type of schools they managed and also because of the number of students they enrolled. The majority of the six secondary schools chosen cater for both day and boarding students. Other criteria used to select the heads of schools for the interview were the type of parents who lived in the immediate school surrounding and who they dealt with on a daily, monthly or term basis. Furthermore, they were chosen on the basis of their academical- and professional qualifications, the teaching and managerial positions they held and the long service experience in their managerial positions.

### **5.2.3. School Inspectors**

Three inspectors out of the four educational circuits within Oshikoto Region have been selected. They are all well qualified for their positions and have vast knowledge of the area they served in. They were selected on the basis of their long service (experience) and relevant knowledge on the Namibian education system and the policy of cost sharing and its implications on the equitable access and quality of education in particular.

### **5.2.4. Drop outs**

Several grade 10 and 12 school- drop outs from within the region have been selected for questionnaires to try and establish why they have dropped out of school and their views on the policy of cost sharing and whether it could have contributed to them dropping out of school or having impacted on their general school performance.

### **5.2.5. Parents and policy implementers**

A number of parents from the rural areas were interviewed with the assistance of an interpreter. Others were also interviewed in the urban areas to try and establish the correlation between the two areas of education. Among them were grandparents that have taken over the parenting of children of their own children, who either have passed away or who have been abandoned by the grand children due to socio-economic reasons. Single parents were also part of those interviewed because they represented a sizeable number of parents in the region.

Only two policy implementers have been interviewed to ascertain that the policy framework was indeed understood by all stakeholders, and that it was in fact implemented effectively in the region.

## **5.3. Data presentation and analysis**

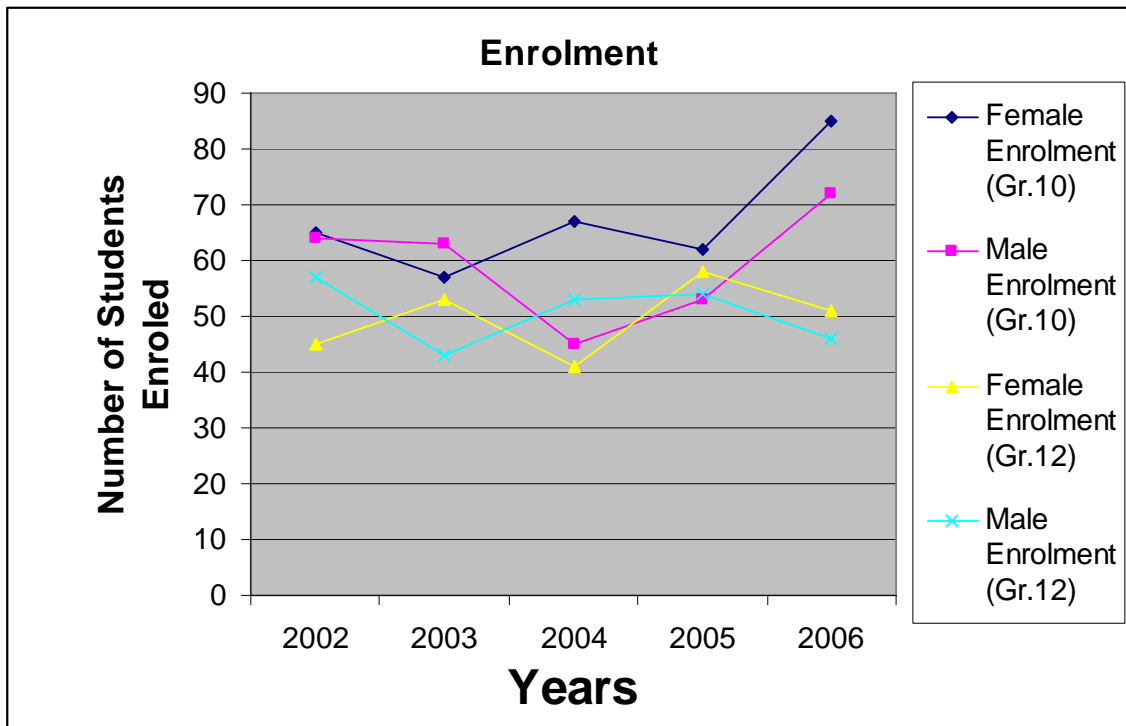
### **5.3.1. Assumption 1**

#### **The effects of cost-sharing on school enrolment at secondary schooling in the Oshikoto Region.**

The research has attempted to investigate the contribution and participation of parents in the education of their children and the effect of such contribution on the equitable access to enrolment and continuation of learners through secondary schooling.

The research has taken the demographical locations, gender issues surrounding such contributions and the economical status of the parents within the immediate schools selected, into consideration. Assumption 1 was tested against point 3.6 within the questionnaire that was distributed to heads of schools, learners, dropouts and parents. The school enrolment information figures were also requested from the various schools, starting from the year 2000 until 2006.

**Figure 2. The fluctuations of learners from grade 10 to 12**



Enrollment tables show that enrolment of learners in especially grade 10 to grade 12 was showing fluctuations, with boys sometimes being more than girls but then dropping out fast towards grade 12. In other schools the reverse is also true, with girls dropping out more than boys.

According to the available information gathered, the enrolment of learners seems to be greatly determined by the pace of payment of the school fees. The learners with the parents who are struggling to pay their school fees on time are put on the waiting list and are at the mercy of the school principal and school-board internal policy of school fees collection that is by the way approved by the Minister of Education. There are other alternative means of paying off the total school fees, yet it is considered as the last option.

The view of one of the school principals on school fees payment, says:

*It is difficult to accept parents` explanations that they cannot pay school fees, while they would have paid all the fees for those children schooling in Windhoek, for example.*

This implies that parents are willing to pay fees of schools in Windhoek where the competition for placement is higher, but do not care much for those schools in the rural areas.

He further argued that the lack of adequate financial support by government that is being advanced by parents as the main obstacle for children dropping out of school is not true, because there are different ways of making a meaningful contribution that can translate into financial terms as it were. He cited an example were parents who are unable to pay school fees are advised to come to the schools to find a solution on how they could possibly contribute. The reasons for the poor response of parents to the above invitations may be attributed to the vast distances they are expected to travel on foot to enroll their children or again the lack of funds to pay for the transportation fees altogether.

In a different perspective one principal suggested that:

*I call in parents who cannot pay to negotiate payment with them and they may pay in kind (mahangu, chicken etc.) or else learners can be excluded from benefiting from a particular activity to be paid for with the school development fund.*

He further argued that since most stationeries are bought with the contribution from the school development fund (SDF), it would be unfair to some learners who are contributing punctually and de-motivating to them to continue paying while others are allowed to benefit from material that was bought with their contributions. It would be more encouraging and motivating for the defaulting students to be excluded from participating in activities and services paid for by others, so as to teach them a lesson to start contributing to the fund as well. The same sentiments are contained in the Education Act that provides for the

sanctioning of non-paying learners with the statement that says, "if a parent refuses or fails to pay the school development fund contribution, a school board may exclude the learner of such parent from taking part in any activity financed with the school development fund contribution," Section 25(12) of the Education Act of 2001.

Another principal was advocating for the cost sharing policy by advancing that parents who cannot afford to pay school fees may donate or contribute in kind by offering their skills to schools, for example:

- *A plumber can provide plumbing services to the school free of charge provided that the school buys the materials.*
- *A farmer may donate a goat or sheep to be used at a fundraising activity.*
- *A gardener may donate vegetables or fruits to a school so that soup can be sold at a local market kitchen. In this way a cost sharing environment is created and children have access to secondary schooling.*

It is important to note that the above proposal from the headmaster did not show any proof of trial or error to indicate that if someone contributed to the above, they would indeed be exempted from payment or rejected.

One parent contested that the school development fund (SDF) is becoming unaffordable for them due to the fact that their only income is the pension money they receive from government. She said:

*I have to pay 30 dollar for school fees, and because I have a niece who is living in kavango where my child is schooling, I have to pay more or less 300 only for transport plus 200 Namibian dollars for hostel fees. All these money I am expected to pay from my pension and the pension is only a meager 370 Namibian dollars.*

Another parent also collaborated with the above factor that school fees have become unaffordable and they are unable to keep all the children at school. There are just too many contributions to school related activities that one has to contribute to, such as school uniform, sport wear, cosmetics, and pocket- and

transportation money, hostel fees and stationary, she continued.

One of the policy implementers said there are no specific criteria used to determine who are to be considered able and un-able parents or students in the payment of school fees and other contributions. He further said that there is nothing in the principal Education Act stipulating clearly what criteria to be used when parents are paying school fees or which parents qualified for exemption. While there is no proof on paper that shows that students who might not pay school fees were denied access to enrollment, it is given assumption that many of the learners are put on waiting lists for longer periods until the parents gave up, or they decided to rather send their children to other schools and or until their children drop out of schools for that specific year.

The research will attempt to substantiate the assumption in the course of the study. There are contradicting views between the parents and learners on the one hand and the officials on the other. It will come to light why the teachers are hesitant to expose the weaknesses in the cost sharing policy.

### **5.3.2. Assumption 2**

#### **Cost sharing contributes to school drop out at secondary schooling in Oshikoto Region and or result in poor performance of learners.**

The research attempts to find out if there were learners who dropped out of school because of school fees payments or whether there were other contributing factors that might affect students to drop out of school more than the school fees payment. All the principals who were given the questionnaire did not want to clearly state that school fees payment is the main reason for the school drop out problem, but acknowledged that some students did not return to school when sent back to get school fees.

One of the principals indicated that they do make follow up, but still did not state

the results of such follow ups, nor the attempts made to prevent further drop outs.

The above assumption was tested against the information from the school head questions 2.3, 2.4 and 2.4, 3.1 from the school drop outs and school inspector's interview no.4

Another principal said:

*The government propagates that all children have free access for basic education. However some parents cannot afford to pay school fees for their children hence this results in drop-outs, meaning no secondary education, hence no proper employment.*

While another commented:

*It will be advisable if learners can continue secondary schooling closer to home to cut out traveling to and from school. Therefore government should build more secondary schools in rural areas and better still more boarding school that would minimize the schooling cost at secondary levels.*

Underneath follow a summary of reasons advanced by the heads of schools why many learners according to them have dropped out of school:

- *Many parents cannot afford to pay or keep up payment of school fees,*
- *Many single mother's are unemployed and thus have no income to pay school fees.*
- *Lack of accommodation closer to home makes cost of schooling unaffordable.*
- *Lack- or high cost of transport to and from far away secondary schools increases the cost of schooling.*

An interview with one of the school inspector's elicited a case of drop outs as follows:

*I just came to learn about one particular case of a grade 10 learner who dropped out of school with the principal indicating that the learner dropped out because he could not pay school fees. When I followed up with the particular principal, he indicated that they tried to follow up and to talk to parents to bring back the learner but it was the learner himself who decided not to come back.*

He further stated that what aggravated the problem is that some of the parents are not brave enough to come up to report incidents of such nature to his office and as a result these incidents might happen without their office being aware of such situations prevailing.

Another inspector also reacted to the issue of school- drop outs by quoting the words of the Honorable Minister of Education Honourable Mutorua at one of the incidents in one school circuit in the Oshikoto Region, when the Minister responded by saying that, "the learners cannot be deprived of their right to have access to education if they cannot pay."

A contracting and interested observation was made by one of the inspectors that said he had never heard of a learner that was send back home because of school development fund not paid.

However he went on to state:

*One might hear that a certain learner's progress report was not issued because h\she did not settle their school fees. But if in any way it is known to my office, I have to approach the schools principal concerned.*

The question is now, what would happen to a learner who is refused a progress report and who can therefore not enroll for the next grade? The learner would have lost his place in school and dropped out altogether.



While the Education Act provide for free education for all children under the age of sixteen years, the same Act also provide for enabling policies to be passed that in the final analysis does not benefit the disadvantaged communities. If a learners report is delayed pending payment, this can disadvantage the learner to enroll in time for the next grade and may cause the learner to drop out of school altogether. This is mainly true for children who are moving from one school to the other at the beginning of each academic year.

Some school principals also argue that the school leaving certificates are made with money from the student development fund. Learners who do not contribute to the fund are therefore not entitled to the certificate.

These arguments are in conformity with the Education Act of 2001, which allows the school board to exclude a learner from “taking part in any activity financed with the school development fund contributions.” It would be assumed that it is sufficient to tell the learners of the results outcome, verbally. However there is no law that entitle schools from withhold learners school certificates as reaffirmed by the Education Act of 2001 section 59(2). It appears however, that many schools do it anyway taking advantage of the parent’s ignorance.

According to Godana and Kalili (2002) this practice is particularly rife in the rural areas, were 64% of the schools withhold school certificates. Half of the community leaders and parents that were interviewed indicated that the School Development Fund (SDF) discourages parents from sending their children to far away secondary schools and prefer that government rather build more secondary schools closer to where they lived.

### **5.3.3. Assumption 3**

**School development fund contribution affects the students continued attendance at secondary schools in the Oshikoto Region.**

This assumption was tested against questionnaires to learners 2.6, heads of schools and the interviews conducted with the inspectors. 2.1. 4.

One head of schools said that in their desire to maintain and improve the quality of education in the face of dwindling public resources, schools have used the development fund contributions to supplement and compliment government allocation. The Minister of Education, Honorable John Mutorwa in his New Year's message for the year 2005, stated that:"

*Though government emphasis is on the right of every child to free education and that no child should be excluded from school due to non-payment of school fees, there is a growing concern that these fees might prevent orphans and other vulnerable children from attending schools or force them to drop out of school."*

This is a statement that is also maintained in the study, 'Toward Education for All,' back in 1993, that advocated, "school fund fees may be beyond the means of some families, and must be reconsidered" MEC, (1993). Today this advocacy is becoming a reality in the Namibian school environment and the research has tried to test that specific assumption against the implementation of the policy framework of "Education for All", in light of the assumption that school fees contribution might hamper equitable access and continued attendance of learners at secondary school levels.

In the questionnaire for the student's no. 2.6 they responded:

- *We cannot attend school because of not paying school fees and we had to borrow money somewhere to pay for it.*
- *We had to go to see a social worker for assistance to be exempted to pay school fees.*
- *I had to offer to help to clean one of the teachers' houses in order to get money to pay my school fees.*
- *One of my family members is assisting me to pay the school fees, but*

*when she cannot, sometimes I have to stay at home.*

- *Yes, my mother decided to sell her only cow that she had but she still had to borrow money from our neighbors for me to further my studies. She knows that I am good at school and cannot therefore leave me to drop out.*

One inspector report that:

*The principal failed to understand the policy, as a result it seems the child was sent back home to get money, and then failed to come back to school.*

He further stated that the policy is clear about what parents who are unable to pay, should do. They must simply follow the procedures. The right procedure is to go to your local headman who should write a testimonial that you are unable to pay the learners school fees. The Regional Councilor, social workers and the pastor of a congregation in the area can also testify for parents that are unable to pay their children school fees, to be considered by the school and it's Board of Directors, for exemption.

This is the view of one of the policy implementers:

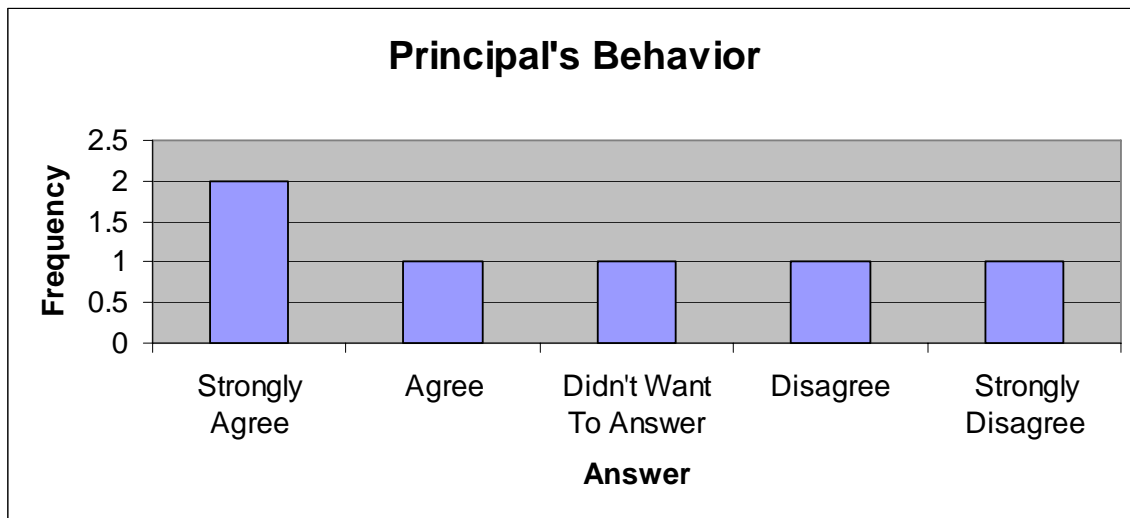
*Yes, the first problem involves the inability of many parents to pay, and if we talk of cost sharing especially in secondary schools, we are either talking about hostel fees or the school development fees.*

*The most important thing to note is that there are those parents that are unable to pay, but there are those that are not willing to pay at all and who are misusing the policy. What makes thing complicated is that the fact that there seems to be no precise criteria used to determine who is not able to pay. Some parents are not able to pay but are ignorant about the policy. They don't really know if they can be exempted and so they are squeezed by principals to pay. On the other hand principals are rather also forced by the financial situation of their schools to enforce payment of school fees, because they want to improve their schools*

performances.

He further conceded that what is happening in many schools and the attitude of principals towards cost sharing is interpreted wrongly and then obviously school fees will discourage many parents from sending their children to attend school. Various principals' behaviour towards parent's affordability of school fees are shown below.

**Figure 3. Principal's behaviors towards schools fees**



*The principals when given questionnaires where not very cooperative to respond to the effects of cost-sharing on the attendance of learners at secondary school. The outcome is that there were five differing opinions expressed on the question. This is an indication that principals are not comfortable with implementing the school development fund in its current form, because it allows too much room for abuse by principals as correctly indicated by the policy implementer above.*

Based on the comments from the respondents the research could presume that the researcher assumption, that school fees do affect student's attendance in secondary schools in Oshikoto Region, is indeed factual.

#### **5.3.4. Assumption 4**

##### **The disparity between poor and rich family learners in secondary schooling**

Responding to the issue of enrolment, many principals ranked the rural based learners to be most affected because the majority of the parents in rural areas are unemployed and have hardly an income. Their counterparts from the urban areas however are better off, because most parents are having an income through employment somewhere or through being self employed.

One head of school had the following to say:

*It would be advisable if learners can continue with secondary schooling closer to home to cut out traveling to and from school.*

Another principal commented:

*It would be advisable for government to upgrade secondary schools in rural areas and prevent learners to move away from their parents where the cost of contributing to school will be unaffordable.*

He further commented that if learners are closer to their parents, the school fees become lesser compared to a child who has to be in hostel and has to pay huge amounts of money. The rural poor parents are greatly affected when it comes to cost sharing, especially in case where they have more than one child in school or hostel.

One of the interviewed school drop-outs commented:

*Government should build more schools and equipment schools better in order to reduce the cost of schooling. The provision of school busses to transport learners to and from school will also cut schooling cost and will make education to be free and fair for everyone.*

Another learner said that:

*Secondary schools fees should be reduced or subsidized for the poor ones to enable them to complete secondary schooling successfully*

One of the policy implementers however assessed the situation of disparity as follow:

*When it comes to the school development fund, schools usually look at the level of such school or the class of parents in the surrounding of such schools, especially when establishing schools for them.*

*Some schools are more expensive than others especially if you look at the former white schools which are well equipped and as such more expensive than schools in rural areas. The further you go into rural areas the cheaper school fees becomes compared for example to urban centers like Tsumeb. In Windhoek prices of schooling may even be more expensive than Tsumeb.*

He further stated that even though there is such a disparity in payment between rural areas, parents do not always have money to contribute to the education of their children, let alone to cope with the supplementing cost of the high demand of additional curriculum material needed at the secondary schools, in order to allow the learners to cope with the foreign based curriculum and complete their studies successfully.

### 5.3.5. Assumption 5

#### **Other contributing factors that affect student's enrolment, attendance and dropout in secondary schools.**

The assumption was tested against item 3.6 as completed by heads of schools of the selected schools. According to information provided by the heads of schools, pregnancy topped the list of factors that contribute to the poor enrolment figures and attendance in secondary schools in the region.

One school head said:

*“Hostel accommodation and the lack of proper supervision at institution lead to more school drop outs. Parents also leave their children without proper care with families and in the process this leads to poor school attendances that result in school drop outs or pregnancies.”*

Other heads cited the distance from home to school, to be another serious factor that contributes to learners not attending school, as they have not only to cover vast distances from and to school, but their parents cannot afford to pay transportation nor hostel fees for them.

Ignorance on the part of the parents on their right to exemption for paying SDF was also highlighted by one head of school, as another factor leading to misunderstandings between school and parents resulting in learners losing out on their right to education.

When confronted with the question about the community awareness by school boards, one principal was in agreement that there should be more effort put in by schools to make parents more aware about the rights of their children and the various procedures they have to go through to ensure that their children do not become victims of individual heads of schools and their equally ignorant school boards. He further noted that there should also be more commitment from the

government side to register destitute parents and assist them without them being reduced to the state of beggars by schools and their arrogant heads of schools. “Parents should be educated about their children rights to education and their equal rights to demand these rights” he said.

#### **5.3.6. Assumption 6**

**There are other sources of public funding, which can be used by public secondary schools other than individual cost sharing.**

This assumption is tested against the school heads questionnaire number 4.3. Even though most heads testified to the fact that they do receive assistance from the central government, it is just insufficient to render proper and quality education to learners.

One head of schools said:

*The National Education Fund that has been provided for in the Education Act of 2001 should become operational without delay. As for now the funds we receive is simply too little and makes it a hollow concept. Once it is operational those needy learners could therefore be financially assisted.*

He further stated that the money provided to them from the above Fund is not fixed, and varies from year to year depending on the size of the national educational budget approved for the year in question.

Most heads of schools agreed that all type of schools (primary, combined and secondary) whether rural or urban, is heavily dependent on the direct contributions by learners to the SDF. Schools also raise quite significant resources through community fund raising such as raffle ticket sales, tuck shops or through donations from private individuals and organizations.



There is therefore a great need to involve the private businesses and donor agencies to contribute to the education in the country said another head of school.

A comment from one policy implementer is that:

*When it comes to financial contributions from the government, you should divide it in two categories. You have got the school fees that is not considered as the school development fund, done mainly by children who can in fact afford to contribute. The second is the one that when learners cannot pay school fees then they are subsidized by government. This mean that the government can only contribute to whatever the parents cannot contribute, depending on different schools as per their categories, because the rates cannot be the same for all schools.*

He further commented that when it comes to hostel fees the government pays a larger portion of the fees in relation to what the children pay.

If parents cannot pay, then there are procedures to be followed for the children to be exempted either fully or partly. This means that where the parents cannot afford hostel fees the government can either partly subsidized or fully subsidized the hostel fees. Many parents may allow their children to be excluded from accommodation at hostels, due to ignorance, simply because they do not have money. Many times the principals are also ignorant and are not really well informed on the interpretation of policies to be able to inform their own communities or children at school to ask for assistance if they have a problem of payment, rather than staying away from school.

The research has as such then concluded that there are other sources of funds such is the Education Development Fund that can be accessed by secondary schools that may be used to subsidize the destitute learners as stated above, but there is a clear need for the private sector and civil society organizations to partake in the education of the country.

### **5.3.7. Assumption 7**

#### **Ways of enhancing equity in access to secondary education in Oshikoto Region.**

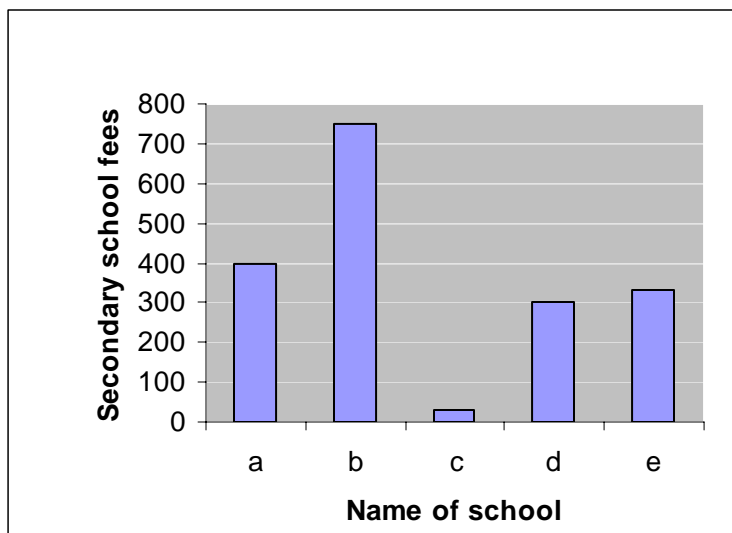
This opinion was advanced by the educational stakeholders through questionnaires and interviews conducted in respect to the above assumption.

#### **Summary of the student's views**

The following is the perceptions of students in relation to cost sharing policy.

- Most students recommended the idea of government to build more hostels and secondary schools to accommodate all children from far or near places, in order for them to study free or at minimum cost in hostels without the problem of inadequate food or traveling costs.
- Most students recommended for the abolishment of the school fees at all levels, and if that was not possible then government should set minimum school fees for all the schools in Namibia, that would be affordable to all. The fact that some schools have higher school fees that are not affordable to everyone, leaving only those who can afford to benefit from the school development fund, seem discriminatory and hence the recommendation for minimum affordable fees for all.

**Figure 4. The table below shows the variation of school development fund from one school to the other.**



- A student said that government should invest more in education to allow learners to pay less school fees than the current amounts payable or to abolish the fees altogether. Those who can afford to pay may assist others who are less fortunate and if was not possible to abolish the school fees altogether. This will allow them to be given a chance to stay at school and benefit from the development fund than the current scenarios where they are being chased out of school. These expulsions are even done without the knowledge of the higher authorities.
- One student also recommended that while schools are negotiating the issue of payment of school fees with the parents, the students should rather be allowed to proceed with schooling. While the negotiations on the payment can continue between the parents and schools heads. Any measures to be taken towards the payment of SDF will be between the school, parent and

government and not so much with the learners.

- Most learners also recommended that government should provide enough schools stationeries, writing materials and textbooks because learners spend a lot of money buying these items.

According to most students who responded, they recommended that because of the financial problems encountered by learners to complete their secondary education,

Government needs to come up with an educational subsidy scheme that can assist such destitute learners financially so that they can be allowed to complete their education at the secondary level.

#### **Summary of the school heads views:**

Most heads of schools recommended that bursaries or grants must be given to the marginalized, vulnerable learners of the previously disadvantaged communities like the San learners.

They further recommended:

- That more secondary school be built closer to learners to cut out traveling expenses to and from school.
- That the National Development Fund be put into motion to assist the needy learners as provided for in the Education Act, of 2001.
- That the schools also seek help from parents and private sector to raise funds in order to generate additional income for schools.

#### **Summary of the inspectors**

- An inspector recommended that the school principal and school board members should follow the policy of cost sharing to the letter, so that learners cannot be deprived of their right to have access to education, when they are not able to pay.
- Another inspector recommended that for those parents that cannot afford to pay, there must be a letter of recommendation from an authoritative

office that proves the incapacity of the parents to pay school fees, in order for them to be exemption by the school boards and assisted with the National Development Fund.

### **Summary of the policy implementers**

- One of the policy implementers recommended that the cost sharing policy needed a proper control mechanism for the implementers to know exactly who is able to pay and who is not.
- Also that secondary schools must be fully funded by government.
- Another implementer recommended that non-governmental organizations should assist government in providing money for the building of more secondary schools and to support secondary students to successfully complete their schooling. With the education decentralization to regions, some towns and villages might be in the position to fund their local education systems, but many may not.

Parents interviewed recommended that government should build more secondary schools closer to communities in order to minimize the cost of education in the region. They further recommended for government to build more boarding schools to allow their children to be educated closer to their homes and in a safer hostel environment closer to their homes.

In view of the above, one stand to reason that there are other ways of enhancing equity in access to secondary education in Namibia without compromising effective and quality education, and that can only be done if policy implementers can commit themselves to get actively involved in the implementation processes of our education systems. It will be difficult to enhance equity to access at primary schooling on the one hand but fails the education process by ignoring the poor communities that do not have the means to take their children through

secondary education, let alone higher education on the other. Equity in education will prevail if government would assist all parents that are not able to pay for the education of their children. Government should try and devise means of how to identify and register destitute parents to enhance government efforts in terms of trying to provide equity in access to secondary schooling.

## **CHAPTER 6**

### **DISCUSSION OF FINDINGS AND CONCLUSIONS**

#### **6.1 Introduction**

This study has attempted to summarize the findings drawn from the data collected and analyzed in order to draw conclusions that would allow the researcher to make recommendations for future consideration by policy makers.

#### **6.2 Findings**

##### **Assumption 1. The effects of cost-sharing on school enrolment at secondary schooling in the Oshikoto Region.**

Article 20 of the Namibian Constitution guarantees the right of all persons to education. The Presidential Commission Report of (1999) however pointed out that, “While access to education has increased substantially since independence, it was recognized at an early stage that some population groups had been kept out of the education system and that special efforts were needed in order to facilitate their access.”

It is evident from the data presented that the school development fund in all its facets have become a barrier to school enrolment especially for those parents that cannot afford to contribute to it. While the Education Act of 2001 Section 25(12) Part 11 section 9 provides for learners not to be denied enrolment on the ground

of non-payment of school fees contribution, it also states in subsection 12 that, “If a parent fails to pay the school development fund contribution, a school board may exclude the learner of such parent from taking part in any activity financed with the school development fund contribution”. (Section 25(12) of the Education Act of 2001).

There is a clear contradiction in the Act itself that allows school boards to exclude non paying learners from enrolling at their school, thus giving preference to those who can afford to contribute to the school development fund. (SDF). There is no statistics on record on how many learners were turned away at the schools analyzed, but there is a correlation in the evidence submitted by the parents, learners principals and inspectors that indeed learners who contribute to the SDF are given preference and the non paying learners are put on waiting lists or denied access to enrollment altogether.

**Assumption 2. Cost sharing contributes to school drop out at secondary schooling in Oshikoto Region and or result in poor performance of learners.**

Many parents can afford to contribute to the school (SDF) up to primary levels, but as soon as the learners proceed to secondary schooling the education cost become too expensive. There are fewer secondary schools in the Oshikoto Region, forcing parents to send learners to far away secondary schools that add to the cost of schooling due to transportation and accommodation fees. At transferring learners from primary to secondary schools or from one secondary to the other there is a need to issue a transfer report from the former school. Principal withhold these transfer reports of non-paying learners.

Those learners who cannot raise the fees to pay face dropping out of school. The research therefore concludes that SDF payments by learners contribute to dropout of non-paying learners

**Assumption 3. School Development contribution affects the students continued attendance at secondary schools in the Oshikoto Region.**

The statement contained in the MEC (1993) says it all that SDF may be beyond the means of some families and may be reconsidered. Similarly, the same situation that is prevailing in Namibia, happened in Tanzania as stated by Sumra and Katunzi 1991 in Brock-Utne (2000:27) who found that, “the-introduction of school fees in secondary schools affects girls more than boys, and girls from the middle and lower classes much more than girls from the upper classes”. Many households cannot afford to keep up with the payment of the school fees and this make the continued attendance of schooling at secondary level almost impossible. The ignorance of parents about their rights to apply for exemption also contribute to allowing the school principals taking advantage and forcing non paying students out of schools, though inspectors are trying to play done the fact that students are send away from schools if they do not pay. The outcry form parents and learners are strongly indicating that single mothers, unemployed parents and disadvantaged groups cannot afford to pay secondary school fees for their children to enjoy their rightful education that would enable them to be productive citizens afterwards.

**Assumption 4. The disparity between poor and rich family learners in secondary schooling.**

There is a disparity between infrastructural and equipment provision to rural schools compared to those in urban centers. The vast distances between secondary school in the region compared to urban centres where learners could walk a distance of more or less one kilometer to school is also a contributing factor to schooling cost. Many parents in urban centres are also employed compared to those in rural areas. Oshikoto Region with a population of 161007 has only one urban centre Tsumeb with a population of 14 907. This is a clear indication of the disparity that exists in term of employment capacity of the Region and also the distribution of secondary school infrastructure. The Region has 59 combined secondary schools with only 3 based in Tsumeb. The research has found that the



size of the Oshikoto Region is too vast to have 8 senior secondary schools scattered across the whole region. This makes the cost of schooling more expensive in terms of transportation, accommodation and other financial contribution that resulted in lower-income groups to be more affected than the middle-income groups. These sentiments was also echoed by Patrinos (2000) who maintain that the lower-income groups do not enroll, they send only one son among many children to school, or withdraw their children from school when the financial burden becomes too great.

The research has thus concluded that there is a disparity between learners of poor parents compared to those of rich families mostly based in urban centres where most are employed and have a steady income. The 2001 Population and Housing states that at constituency level, most of the households reported farming as their main source of income except for Guinas and Tsumeb whereby more than half of the households reported wages and salaries.

**Assumption 5. Other contributing factors that affects student's enrolment, attendance and dropout in secondary schools.**

According to the information researched pregnancy top the list of the contributing other factors to drop out of schools. The distances between secondary schooling contribute to high cost of schooling due to transportation and accommodation fees. On the other hand apathy by parents about their right to follow procedures provided to get exemption from paying school fees, leads to learners being excluded from attending and finishing secondary schooling. There is also lack of commitment from government to register destitute parents that may not afford to pay school fees.

**Assumption 6. There are other sources of funds, which can be used by public secondary schools than individual cost sharing**

The education Act of 2001 makes provision for a National Education Fund to subsidize school development, that should be applied to subsidize schools and learners that cannot afford to provide equitable access to enrolment, attendance and quality education for all and more commitment from government is needed to distribute this funds timely and constantly. The study also revealed that donors are few in the region but they can contribute to education in the region. The private sector can also participate in the education of the region through bursaries, loans and material assistance to school at fundraising activities.

**Assumption 7. Ways of enhancing equity in access to secondary schooling in Oshikoto Region.**

Most interviewees advocated the building of more secondary schools in the region with adequate teaching material and equipment.

Learners interviewed advocated for the abolishment of school fees, because it was according to them discriminatory to poor learners. More government funding is requested for secondary schooling if the region and the country at large hoped to provide equitable and quality education for all.

### **6.3 Recommendations**

- Oshikoto Region is one of the former disadvantaged northern regions before independence due to the liberation war that was waged there. As such 45% of the people living there are unemployed according to 2001 Population and Housing Census. It is therefore not surprising when the majority of people interviewed calls for government provision of more secondary schools, well equipped to allow the provision of equitable and quality Education for All.

- The decentralization process should be reviewed to allow more participation by the Regional stakeholders in determining policies and funding systems of secondary schools and also to allow more regular revisions of such policies to determine their implementation success. The decentralization process should also be accompanied by greater financial contributions from government.
- There is a serious need to embark upon national researches to determine the performance of the current education policy system in view of the current secondary school performance. Further to this more researches are needed to: (1) Determine the effect of cost sharing on enrolment, attendance and performance of secondary schools around the country. (11) To get statistics on those who cannot afford to pay school fees to come up with data that would help government to take informed decisions on how to assist them. (111) To get statistics on school drop outs are also essential for future decision making and research to this extend is highly recommended.
- The responsibility of National Education has always been the responsibility of government before and after independence. There is thus a greater need to get civil society agencies and the private sector to become more involved in the decision making and financial contribution to quality education that is geared towards optimal productivity in order to inject a highly skilled labour force into the economy of the country.
- There is a need for extensive awareness campaign to inform and educate parents that school development fund (SDF) contributions are voluntary and no child must be denied enrolment because of inability to pay such contributions. The management mechanisms should be put in place to register destitute parents to avoid misuse of the government grant.

## **6.4 Conclusion**

This study has provided an opportunity to all education stakeholders to gain deeper understanding of the financing of education in general but also the challenges facing the Namibian education system that hampers the optimal rendering of equitable and quality education to learners, particularly the secondary levels where learners are being prepared to enter both tertiary education and the job market. The policy of cost sharing was chosen as the primary topic to allow the researcher to investigate its effects on equity in access to secondary schooling and the performance levels of students as affected by the burden of financial contribution to their education. The major significance of this study is embedded in the fact that the views of the key players in schooling, such as students teachers and parents have provided clear evidence of the challenges facing the Namibian people in their quest to try and reform their education system in order to accommodate all its citizens and bring them in the mainstream of development.

Due to past developmental inequalities of the colonial era, there rests a heavy burden on the government of Namibia to bring about equitable development to all sectors including education. The levels of education and income per household that can make the policy of cost sharing meaningful if all other factors are considered carefully, while there is clear commitment and trust between stakeholders to act as partners in the education of the Namibian people, the financial factor on both the government and parent's side renders the policy of cost sharing ineffective and the participation and contribution from the private sector becomes crucial as recipients of the labour force produced by the education sector. The study has also given a general overview of experiences in both the developed and developing countries, with emphasis on how world consultants impose policy adjustments on developing countries without cognizance of the impact of such policies on the communities of such countries. This study is an attempt to encourage the Namibian government to embark upon national debate and research on education policies as a way of evaluating the implementation of the current policies and their successes and challenges.

The Namibian government has the political stability and will and trust of its people to unite all sectors to collectively embark upon deliberate reform process that can transform the state into a vibrant growing economy, with the necessary visionary and deliberate research policies at the institutions of higher learning. Indeed, the Namibian people surely have the skill and capacity necessary to embark upon national researches that would look at the needs, demand and aspiration of the masses, instead of settling for research done in neighboring countries or by foreign nationals, who have little insight in the social welfare of communities.

## REFERENCE

- Bell, J. (1996). *Doing your research project*. Buckingham: Open University Press.
- Behrman, J. R. & Knowles J. (1999). "Household Income and Child schooling in Vietnam" *The World Bank Economic Review*, 1999, 13(2) 211-256
- Bickman, L. & Rog, J. D. (Eds.).(1998). *Handbook of applied social research methods*. London: Sage Publications.
- Blaugh, M. (1992). Introduction and the empirical status of human capital theory. A slightly Jaundiced Survey. The Economic Value of Education Studies in the Economic of Education (*in economics of Education, Leadership and Evaluation Compendium*). Edward Elgar Publishing Ltd.
- Boaduo, N. A. (1998). *An investigation study of innovation an Reform: In the Education system of the Kingdom of Lesotho*, Published.summary of PH.D. Dessitation. Pretoria: Vista University.
- Brock-Utne, B. (2000). *Whose Education for All? Recolonization of the African Mind*. New York: Palmer Press.
- Bryman, A. (2004). *Social Research Methods* (2nd ed.).Oxford University Press.
- Brunette, H.C. (2002). *Comparative Education: Cultural determining factors of education systems*, Published: Centre for External Studies, University of Namibia: Windhoek
- Cohen, L & Manion, L. (1985). *Research Methods in Education*, Published: Croom Helm: London.
- Carnoy, M. (1999). *Globalization and educational reform: what planners need to know*. UNESCO. International Institute for Educational Planning. Paris
- Creswell, W.J. (2003). *Research Design: Qualitative, Quantitative and Mixed Methods Approaches*. SAGE Publications, New Delhi.
- Eicher, J. (2000). "The Financing of Education": An Economic Issue? *In European Journal of Education* Blackwell Publishers Ltd 35 (1) 2000 pp.33-44
- Fraenkel, J.R. & Wallen, N.E. (1993). *How to design and evaluate research in education*. New York: McGraw-Hill.

- Gall, M.D, Borg, W.R. & Gall, J.P. (1996). *Educational research: an Introduction*. New York: Longman.
- Godana, T. & Kalili, N. (2002). *Study to Cost School Development Fund: Exemption for Orphans and other Vulnerable Children*. UNICEF, Windhoek, Namibia.
- Government Gazette of the Republic of Namibia No. 2673, 27th December 2001, *Education Act No. 16 of 2001*.
- Government of the Republic of Namibia. Education for All (EFA). *National plan of Action 2001-2015*.
- Government of the Republic of Namibia. *Presidential Commission Report on Education, Culture and Training*. Capital Press. Windhoek, Namibia.
- Hartog, J. (2000). "Human Capital as an Instrument of Analysis for the Economics of Education" *In European Journal of Education* Blackwell Publishers Ltd 35(1) 2000 pp 7-10
- Hernes, G. (2001). "Social trends and challenges for education", *in International Institute for Educational Planning's Medium Term Plan 2002-2007*. Paris:UNESCO pp 11-30
- Juma C, & Clark N. (1995). *Policy Research in Sub-Sahara Africa: An Exploration Administration and Development*.  
[http://www.ksg.harvard.edu/k4dev/juma\\_pubadmin1995.pdf](http://www.ksg.harvard.edu/k4dev/juma_pubadmin1995.pdf).  
 Searched: October 2006
- Lincoln, Y.S. & Guba, E.G. (1985). *Naturalistic Inquiry*. Beverly Hills, CA: Saga Publications.
- McMillan, J.H. & Schumacher, S. (1993). *Research in Education: A Conceptual Introduction*: New York: Harper Collins College Publishers.
- MEC (2004-2005). Annual Report for the financial year 2004-2005. Windhoek
- MEC, (1998). The pilot Curriculum for formal senior secondary education, Windhoek
- MEC, (1993). Toward Education for All, *A development Brief for Education, Culture and Training*, Gamsberg\McMillan, Windhoek, Namibia
- Muzvidziwa, V.N & Seotsanyana. M, (2000). *Radical Pedagogy: Continuity, Change and growth: Lesotho Education system*.

<http://radicalpedagogy.icaap.org> searched on October 2006

- Kapeturuua, B. (2005). "Education Fails the Nation" *The New Era*, September 2005. Windhoek
- Kvale, S. (1996). *Interviews: An introduction to qualitative research interviewing*. London: Sage Publications.
- Komba, W.L.M. (1994) *Paying school fees Equity and the quality of Education. Paper in Education and Development*, Vol. No. 15 pp 23-24
- Patrinos, H.A. (2000). "Market Forces in Education", *In European Journal of Education*. Blackwell Publishers Ltd 35 (1) 2000 pp 61-79
- Patton, M.Q. (1990). *Qualitative evaluation and Research Methods*. Newbury Park, CA, Sage Publications.
- Patton, M.Q. (2002). *Qualitative Evaluation and Research Methods*. Newbury Park, CA, Sage Publications.
- Population and Housing Census. (2001)*. Oshikoto Region Basic Analysis with Highlights. Publishers. Central Bureau of Statistics. Windhoek.
- Psacharopolous, G. (2000). "Economics of Education a la Euro", *In European Journal of Education*. Blackwell Publishers Ltd 35 (1) 2000 pp 81-95
- SADC, (1998). Initiative in Education in Policy Development, Planning and Management. *Reports of the needs assessment study*. Mbabane Swaziland: SADC Human Resources Development Sector.
- Salia-Bao, K. (1991). *The Namibia Education System under the Colonialists. Randburg*: Hodder & Stoughton Educational Southern Africa.
- Sarandakos, S. (1998). *Social research, 2nd Ed*. London: Macmillan.
- Strauss, A. & Corbin, J. (1998). *Basics of Qualitative research: Grounded theory procedures and techniques*. Newbury Park, CA: Sage Publications.
- Taylor, S. J. & Bogdan, R. (1984). *Introduction to qualitative research methods: The search for meanings*. New York: John Wiley & Sons.
- Tersch, R. (1990). *Qualitative Research: analysis types and software tools*. New York: The Falmer Press.
- UNESCO, (1991). Education for All, I,II, AND III. Jomtien, Thailand World Conference on Education for All.



- Van Mannen, J. (1985). Tales of the field: On writing ethnography. Chicago: University of Chicago Press.*
- Whitty, G. & S. Power. (1999). "Making sense of education reform: Global and national influences", *In International Journal of Contemporary Sociology* Vol 36, No2, 1999, pp 123-143
- Worthen B.R. & van Dusen, L. M. (1994). "Nature of Evaluation" in (Eds.) Husen, Tostern & Postlewaithe, N. (Eds.) *Encyclopedia of International Education*. London: Pergamon Press, pp 2109-2119



## **Appendix 2: Questionnaires for learners**

Please respond to the following questions. Do not write your name. These questions are not examination questions, but research questions that need your honest opinion only. All responses will be kept confidential and will be used for academic purpose only.

### **1. Background information**

- 1.1 What is the name of your school?
- 1.2 Which grade are you? (Tick one alternative below)
- Grade 10
  - Grade 12
- 1.3 What gender are you? (Tick one alternative below)
- Boy
  - Girl
- 1.4 Where were you born?
- 1.5 Where do you live? (Tick on alternative below)
- Urban
  - Rural
- 1.6 How many children are you in a family?

### **2. Information related to the school development fees and other related contributions.**

- 2.1 Who is responsible for paying your school development fees and other related contributions?(Tick on alternative below)
- My parents
  - My guardians
  - Other
- 2.2 How much school development fees do you think your parents can afford to pay per year? (Tick one only)
- Less than N\$200,00
  - Between N\$200,00 – N\$600,00

- More than N\$600,00

2.3 How much school development fees do you pay per year?

2.4 How much other monetary school contributions can your parents afford to pay. Can you list them with the required amounts?

2.5 Are you supposed to pay school development fees and other related contributions once per year or every term?

2.6 Have you ever missed classes due to the lack of payment of school development fees and other related contributions? (Tick one only)

- Yes
- No

2.6(a) If the answer is Yes, in 2.6 above, how did you solve the problem?

### **3. General comments**

3.1 What do you think can be done so that all qualified primary graduate learners be enrolled in secondary education in order to complete their education?

3.1 What should be done to keep all secondary schools learners in schools.

### Appendix 3: Questionnaire for Head of Schools

Please respond to the following questions. All the responses will be kept confidential and the will be used for academic purpose only.

#### 1. Background information

- 1.1 What is the name of your school?
- 1.2 When did you become the head of this school

#### 2. Information related to the learners

- 2.1 What is the total number of learners in this school up to the date of this research (1<sup>st</sup> October 2006)?
- 2.2 What is the total number of female and male learners enrolled in Grade 10 and Grade 12 during the period 2002 to 2006?

<b>YEARS</b>	<b>2002</b>		<b>2003</b>		<b>2004</b>		<b>2005</b>		<b>2006</b>	
<b>GENDER</b>	<b>F</b>	<b>M</b>	<b>F</b>	<b>M</b>	<b>F</b>	<b>M</b>	<b>F</b>	<b>M</b>	<b>F</b>	<b>M</b>
<b>GRADE 10</b>										
<b>GRADE 12</b>										

- 2.3. Do you have statistics on the number of female and male learners that dropped out as a result of difficulties they had in the school development fees and other school related contributions?

<b>YEARS</b>	<b>2002</b>		<b>2003</b>		<b>2004</b>		<b>2005</b>		<b>2006</b>	
<b>GENDER</b>	<b>F</b>	<b>M</b>	<b>F</b>	<b>M</b>	<b>F</b>	<b>M</b>	<b>F</b>	<b>M</b>	<b>F</b>	<b>M</b>
<b>GRADE 10</b>										
<b>GRADE 12</b>										

- 2.4. Please give your opinion on general patterns of school enrolment attendance and dropout of female and male learners below. (You may even indicate the most affected group.)

<b>School behavior patterns</b>	<b>Enrolment</b>	<b>Attendance</b>	<b>Dropout</b>
<b>Gender</b>			
<b>Male</b>			
<b>Female</b>			

**3. Information related to school development fees and other related contributions.**

3.1 What is the amount of school development fee that learners have to pay per year? And how is the fees paid?

3.2 Please indicate the extent to which you agree or disagree with the following two statements. (Tick only one alternative opinion per statement)

3.2(a) The requirement to pay school development fees and other related contributions do affect learners to attend school with ease.

- Strongly agree
- Agree
- Neutral
- Disagree
- Strongly disagree

3.2(b) It is difficult for the parents\learners at this school to pay school development fees and other contributions.

- Strongly agree
- Agree
- Neutral
- Disagree
- Strongly disagree

3.3 Study the diagram below carefully and indicate which group between the pairs listed is more affected by school development fees and related contributions.

(Tick one alternative in each pair)

<b>GIRLS</b>	<b>BOYS</b>

* Learners from rural areas	* Learners from urban areas
* Learners with employed parents	* Learners with non employed parents
* Learners whose payments are made by their guardians or farm owners	* Learners whose payments are made by their parents

3.4 What is the average income level of the parents of the learner at your school? ( Tick one only)

- Less than N\$2 000, 00 per month
- Between N\$2 000, 00 and N\$5 000, 00 per month
- More than N\$15 000, 00 per month
- Unknown

3.5 What do you think are the other factors which might affect learners enrolment and attendance in secondary schools?

#### **4. Information related to the school rules and regulations**

4.1 Below you will find a number of possible situations related to your learners. Please indicate per case whether your school has specific regulations that apply to the case, what the regulation say, as well as how your school will act.

4.1.1.(a)When learners fails to pay both school development fees and other related contributions.

4.1.2.(b)When a learner fails to pay school related contributions other than the school development fees.

4.1.3. (c) When a learner pays other school related contributions, but fails to pay the school development fees.

4.2 Are there any parents seeking exemptions from paying some of the payments at you school? ( Tick only one)

- Yes
- No

- 4.3 Do you think there are other alternatives that can be used by secondary schools as a source of finance rather than school development fees and contributions from parents\learners? If the answer is yes, please elaborate.

## **5 General comments**

- 5.1 Please suggest strategies that can improve access in enrolment of learners graduating from primary to secondary education in a cost- sharing environment.



#### **Appendix 4: Interview guide for inspectors**

Please respond to the following questions. All the information will be kept confidential and will be used for research purpose only.

- 1.1. When did you become a school inspector and how long have you held the position?
- 1.2. Information related to school development fees and other related contributions.
  - 1.2. (a) When was the cost-sharing policy officially implemented in secondary Schools?
    - (b) According to inspection reports, are there any cases of students failing to access secondary education or not complete it due to lack of payment of school fees and or other related contributions? If Yes, give examples and data where possible.
    - (c) Do you have any criteria to determine which parents can afford to pay school development fees and other related contributions and who cannot pay, and if so, which criteria are used?
    - (d) Was there any problems associated with school development fees any other related contributions reported to your office by either parents\learners or schools? If so, can you list them with details.

## **Appendix 5: Interview guide for policy implementers**

1. Information related to cost-sharing policy
  - 1.1 How were stakeholders involved in the implementation of cost-sharing policy in secondary schools?
  - 1.2 Are there any criteria used to identify able and non- able parents/learners in payment of school development fees and related contributions?
  - 1.3 What are the problems associated with payment of school development and related contributions have your office received from parents/ schools and learners in this region?

### **2. Information related to schools**

- 2.1 What are the financial contributions of the Ministry of Education to secondary schools?
- 2.2 Are there any loan schemes made available to schools that are financially disabled?
- 2.3 How do taxes contribute to secondary education in the region?
- 2.4 Do the school development fees and other related contributions paid by parents differ between rural and urban schools?

### **3. Information related to parents**

- 3.1 What are the attitudes of parents towards cost-sharing for the education of their children?
- 3.2 Are there parents/learners who are exempted from paying school development fees and related contributions?

### **4. General comments**

Do you think cost-sharing can be used sustainable to finance secondary schools in the long term? If not what other means of financing can be used?

Do you think this policy aims at increasing equity in access to secondary education?

Please suggest on how to improve equity in access to secondary education in a cost- sharing environment.

## Appendix 6: Introduction Letter



**UNIVERSITETET I OSLO**  
DET UTDANNINGSVITENSKAPELIGE FAKULTET

To whom it may concern

**Institute for Educational Research**  
P.O. Box 1092 Blindern  
N-0317 Oslo

**Date:** 2006-06-07  
**Your ref.:**  
**Our ref.:**

Visiting address:  
Sem Sælandsvei 7, Helga Eng's Building, 5<sup>th</sup> floor  
Telephone: +47 22 84 44 75  
Fax: +47 22 85 42 50  
[www.uv.uio.no](http://www.uv.uio.no)

### **ASSISTANCE IN THE CONDUCTION OF FIELD-WORK**

This is to confirm that the Namibian student Kasiringua Veeza, born 06.10.61, is a second year student in the Master programme in Comparative and International Education at the Institute for Educational Research at the University of Oslo, Norway.

In the second year our students are required to write a Master thesis of 80 to 110 pages. This thesis should preferably be based on field studies conducted in the student's country of origin. The field-work may incorporate interviews with educational practitioners and decision-makers, class-room observation and documentary analysis. The type of data gathered should of course be discussed with the relevant authorities. It is our hope that the work produced by the student will not only benefit her in her academic career but also be of use to the future of Namibia.

We kindly ask you to give Ms Kasiringua all possible assistance during her field-work in Namibia.

Yours sincerely,

Berit Karseth  
Dep. Head of Department

Heidi Biseth  
Senior Executive Officer

## Appendix 7: Request for permission to conduct research

P.O. 1605  
Tsumeb  
10<sup>th</sup> June 2006

Mr. V. Ankama  
Permanent Secretary  
Ministry of Education  
Private Bag 13186  
Windhoek

Dear Sir

### **RE: Permission to visit Secondary Schools in Oshikoto Region**

I am the manager of Tsumeb Teachers Resource Centre, currently on study leave in Oslo, doing my Masters Degree in Comparative and International Education, majoring in Education and Development at the University of Oslo (Norway). I shall be in Namibia from the 18<sup>th</sup> June until October 2006 to do my research for the thesis.

I hereby, therefore wish to apply for permission from your good office to visit secondary schools in the Oshikoto region to establish the effects of cost sharing on the enrolment, performance and mechanisms in places to assist destitute learners to attend secondary schooling.

Prior to visiting schools, I would like to meet the Director and School Inspectors in the region for the same purpose.

Our government is on the threshold of embarking on mayor educational reform and it becomes therefore eminent to have Namibian research people that could contribute to the overhauling of the system in conjunction with international NGO's and the donor agencies to have a meaningful transformation of our education system in the face of the national outcry on the performance of the sector.

Your favourable consideration of my application would enable me to access schools easily and timely, to allow me to compile my research materials in good time before my departure back to Oslo.

I hope my book will contribute to education in Namibia and a copy will be submitted to your office next year.

Thanking you in advance.

Yours Faithfully



Mrs. C. V. Kasiringua

## Appendix 8: Request for permission to conduct research from the Ministry



REPUBLIC OF NAMIBIA

### MINISTRY OF EDUCATION

#### DIVISION PERSONNEL ADMINISTRATION

Private Bag 13186, WINDHOEK

Enquiries: Ms. Vezemba Mate  
E-mail: [vmate@mec.gov.na](mailto:vmate@mec.gov.na)

Tel No.: 061-293 3260  
Fax No.: 061-293 3925  
Ref No.: S.3/6/2

Mrs. E. A. Nghipondoka  
The Director, Oshikoto Region  
Ministry of Education  
Private Bag 2028  
**ONDANGWA**

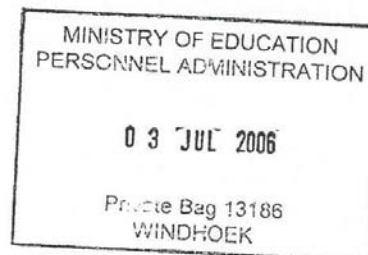
Dear Mrs. Nghipondoka

**RE: PERMISSION TO VISIT SECONDARY SCHOOLS IN OSHIKOTO REGION, MRS. C.V. KASIRINGUA.**

1. Mrs. Kasiringua, a Teachers Resource Manager in Tsumeb, is currently studying in Oslo (Norway), towards a Masters Degree in Comparative and International Education, majoring in Education and Development.
2. She is currently in Namibia until October 2006, to do her research for the thesis. During this period, she will be required to visit secondary schools in your Region in order to complete the research.
3. As a result, the purpose of this letter is to inform you of the afore-mentioned, and to ask for your assistance to allow Mrs. Kasiringua to visit schools in your Region during the period in question (see attached).

*(Signature)*  
MR. ITA V. ANKAMA  
PERMANENT SECRETARY

Cc. Mrs. Kasiringua



*All official correspondence should be addressed to the Permanent Secretary*

## Appendix 9: Permission to conduct research in Oshikoto Region

P.O Box 1605  
Tsumeb  
10th June 2006

Mrs . A. Nghipondoka  
Director Oshikoto  
Ministry of Education  
Private Bag 2028  
Ondangwa

Dear Mrs. Nghipondoka

### **Re: Permission to visit Secondary Schools in Oshikoto Region.**

As you know I am currently on study leave in Oslo, doing my Masters Degree in Comparative and International Education, majoring in Education and Development at the University of Oslo ( Norway). I shall be in Namibia from the 18th June until October 2006 to do my research for the thesis.

I hereby, therefore wish to apply for permission from your good office to visit secondary schools in the Oshikoto Region to establish the effects of cost sharing on the enrolment performance. I would also like to know about the mechanisms in place to assist destitute learners who wishes to continue with schooling and institution of higher learning.

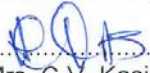
Prior to visiting schools, I would like to meet with you and the School Inspectors in the Region to solicit for relevant resource materials and on the ground information on the prevailing education situation in the Region. Our government is on the threshold of embarking on major educational reform and it becomes therefore eminent to have Namibian research people that could contribute to the overhauling of the system in conjunction with international NGO's and the donor agencies to have a meaningful transformation of our education system in the face of the national outcry on the performance of the sectors.

Your favorable consideration of my application would enable me to access schools easily and timely, to allow me to compile my research materials in good time before my departure back to Oslo, to complete my course successfully.

I hope my thesis will contribute to education in Namibia and a copy will be submitted to your office next year.

Thanking you in advance.

Yours Faithfully

  
.....  
Mrs. C.V. Kasiringua

**Appendix 10: Permission to conduct research in Oshikoto Region**



**REPUBLIC OF NAMIBIA**

**MINISTRY EDUCATION: OSHIKOTO REGION**

**Tel: (065) 281909  
Fax: (065) 240315**

**Private Bag 2028  
Ondangwa**

**2006-07-14**

**Enquiries: Mr A. Strüwig**


**The Manager  
Teachers Resource Centre  
P o Box 1605  
Tsumeb**

**Re: Visits to schools in the Oshikoto Region.**

Bc informed that permission is duly granted to visit schools in the Oshikoto Educational Region under the following conditions:

1. You have to make an appointment in time with the principal of the proposed to be visited school.
2. Your assistance as Inspectors, Principal will be appreciated. .

Sincerely,

  
**Mr. André Strüwig  
Regional Education Officer**

