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ICEIDA – NAMIBIA



Evaluation of the Project

Signs Speak as Loud as Words

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List of Acronyms and Abbreviations

CCDS Centre for Communication and Deaf Studies

CLaSH Association for Children with Language, Speech and Hearing Impairments in Namibia

COSDEC Community Skills Development Centre

DAE Directorate of Adult Education

ECD Early Childhood Development

GRN Government of the Republic of Namibia

ICEIDA Icelandic International Development Agency

MHSS Ministry of Health and Social Services

NAMCOL Namibian College of Open Learning

NISE National Institute for Special Education

NNAD Namibia National Association of the Deaf

NQF Namibia Qualifications Framework

NSL Namibian Sign Language

SHH Icelandic Communication Centre for Deaf and Hard of Hearing

UNAM University of Namibia

Executive Summary

ICEIDA engaged Turning Points Consultancy CC to evaluate the project in Deaf education entitled “Signs Speak as Loud as Words.” The project was implemented in Namibia from 2007 to 2010 with the aim of empowering Deaf in Namibia, one of the most marginalised groups in society. Interventions included extensive training of teachers and interpreters engaged in Deaf education, material support, including teaching materials, salaries, scholarships, computers and buildings, and support in the establishment of the Centre for Communication and Deaf Studies. Deaf theatre development was also supported. Towards the end of the project a national conference focussed on employment of the Deaf. Technical advice was provided by the Icelandic Communication Centre for Deaf and Hard of Hearing. The total expenditure was US\$1 511 026.

In 2001 there were 18 313 Deaf people in Namibia, out of a total population of 1.8 million, according to the Census of that year. The Education Statistics 2010¹ report that there were 631 Deaf learners in all grades of school, primary and secondary, in that year (301 females and 330 males.)

It was stipulated that the focus of the evaluation should be on lessons learned. The evaluator studied documents provided by ICEIDA and others, interviewed some 30 people involved in the project, and visited sites where the project was implemented. Thereafter tentative findings were discussed at a workshop of interested parties, and with the management of the Ministry of Education.

The finding of the evaluation is that the project delivered most of the expected outputs, and some more, and therefore achieved its specific objectives, which were:

- Development of the Namibian Sign Language
- Improved education of deaf children
- Increased access for Deaf into society
- Capacity building at NGO level.

The project was also tested in terms of its efficiency, effectiveness, impact, relevance, sustainability and socio-cultural appropriateness, without being found wanting in any respect. In particular it was observed that all the activities supported by ICEIDA through this project are currently continuing, with funding now being provided by the Namibian government and other agencies.

The project therefore undoubtedly achieved its overall objective, which was to contribute to the empowerment of Deaf in Namibia and their inclusion in mainstream society, particularly through improving educational facilities for the young.

Recommendations are made to improve coordination, carry out action research in key areas, clarify the implications of decentralisation, and for schools and learners to improve their proficiency in English. The Ministry of Education, it is recommended, should use the experience gained through the project to create more units for Deaf education within mainstream schools. In this connection, by way of lessons learned, essential elements for the successful establishment of Deaf education units within mainstream Namibian schools are identified.

¹ EMIS. 2011. *Education Statistics 2010*. Ministry of Education.

Introduction to the evaluation

In February 2011 the Icelandic International Development Agency (ICEIDA) contracted Turning Points Consultancy CC to evaluate the ICEIDA Project “Signs Speak as Loud as Words.” The project, which concerned the education of the Deaf in Namibia, was implemented from October 2007 to December 2010, in terms of an agreement between ICEIDA and the Ministry of Education. At the end of 2010 ICEIDA wound up most of its activities in Namibia and closed its office in Windhoek. The terms of reference for the evaluation (Appendix A) indicate that the focus should be on “lessons learned,” that the evaluation should contribute to future planning of education of the Deaf, and should contribute further to the empowerment of the Deaf in Namibia.

The evaluation should therefore be useful not just to ICEIDA, but also to the Government of the Republic of Namibia (GRN), other stakeholders in Deaf education, and, of course, the Deaf community in Namibia.

A number of documents about the project were provided to the evaluator by ICEIDA, and others were supplied by participants in the project. These were studied. The evaluator carried out over 30 interviews with participants and beneficiaries in the project, as listed in Appendix B. There was email communication with Icelandic managers and professionals who led the project. Site visits were carried out to see and have discussions with schools and other institutions that benefitted from the project, at Windhoek, Ongwediva, Eenhana, Rundu and Katima Mulilo (involving a journey of 3 500 km.) All this information was collated to consider whether or not the intended outputs and objectives were achieved. A small number of recommendations are formulated for the key actors in Namibia to take Deaf education forward, and the lessons learned are summarised as essential elements for successful, inclusive education of the Deaf in Namibia. Preliminary findings were presented to a stakeholder workshop in Windhoek on 31 May 2011, and this feedback was used in the finalisation of this report. Presentations were also made to the Management and Policy Coordination Committee of the Ministry of Education, on 28 July 2011, and to a conference of the International Association for Special Education, on 13 July 2011.

The evaluator, Justin Ellis, is a Namibian and has some thirty-eight years experience in education policy development, but is not a specialist in Deaf education. He assisted in the organisation of the August 2010 Conference on *Deaf Education for Life* that took place under the auspices of ICEIDA and GRN. He also declares an interest in the project as he is a Trustee of the Community Skills Development Foundation, a minor beneficiary of the project.

Background to the project

The 2001 Population and Housing Census² found that there were 18 313 Deaf people in Namibia in that year (9 590 female and 8 723 male.) It seems that Deaf people were fairly evenly distributed throughout the population, since their numbers in a region were roughly in proportion to the population of the region, except that there seems to be a bias towards the northern regions of the country. This might be because malaria and meningitis are more prevalent in these regions. 25.3 percent of the Deaf were in urban areas and 74.7 percent in rural areas. Of the total Namibian

² Central Bureau of Statistics. 2003. *2001 Population and Housing Census*. National Planning Commission, Republic of Namibia.

population of 1.8 million, 13.2 percent were in the 0 – 4 age group, and 26 percent in the 5 – 14 age group. One might therefore assume that the number of Deaf children of primary school age might be, very roughly, in the order of 4 000 children. It is therefore interesting to note that the Education Statistics 2010³ report that there were only 631 Deaf learners in all grades of school, primary and secondary, in that year (301 females and 330 males.) Interestingly, the Statistics also show that there were 5 332 Hard of Hearing learners in the system (2 897 female and 2 435 male.) The category of Hard of Hearing was not available in the 2001 Census. More up-to-date information will be provided by the upcoming 2011 Census. However it may be some time before an accurate assessment of the extent of deafness in Namibia can be made (for instance through a system of registration.)

Formal education for Deaf children was first provided at Eluwa Special School, apparently from 1973 onwards, and it was the only school for the Deaf until 1995, when the National Institute for Special Education was established. The first publication on Namibian Sign Language (NSL) came out in 1991.⁴ In 2004 NSL was officially implemented as a Namibian language in the school curriculum.

Development cooperation between the governments of Iceland and Namibia dates back to 1990, the year of Namibian independence, and was initially focussed on marine research and training, but soon branched out into social matters, especially concerning marginalised and impoverished communities. ICEIDA began its work with the Deaf in early 2006. A significant step at this time was to bring in the expertise of the Icelandic Communication Centre for Deaf and Hard of Hearing (SHH) for advice, not least concerning NSL, and training of teachers and interpreters. One important outcome of this intervention was the holding of a conference on Deaf Education in March 2007, and the setting up of a Joint Coordination Committee. This preliminary work paved the way for the informed formulation of the project from 2008 to 2010, the subject of this evaluation.

A comprehensive Project Document, “Signs Speak as Loud as Words: Support to the Empowerment of the Deaf Community in Namibia, 2008 -2010,” was agreed in 2007, and implementation actually began in October 2007. The project document describes the severe marginalisation of Deaf people in Namibia, that only 300 Deaf children were in school at the time, that Namibian Sign Language was in a weak position, that organisations for the Deaf were lacking in resources, that attitudes to the Deaf were negative, and that commitments in Vision 2030, in government policy and in law, were not being lived up to. The development objective stated in the Project Matrix was “to contribute to the empowerment of Deaf in Namibia and their inclusion in mainstream society, particularly through improving educational facilities for the young.” The specific objectives were stated as:

- Development of the Namibian Sign Language
- Improve education of deaf children
- Increase access for Deaf into society
- Capacity building at NGO level.

Expected outputs, activities, GRN and ICEIDA responsibilities, management arrangements and risks are set out in some detail. In terms of the detailed budget ICEIDA was to make available an amount

³ EMIS. 2011. *Education Statistics 2010*. Ministry of Education.

⁴ Centre for Communication and Deaf Studies. 2010. *Introductory guide to Namibian sign language*. Ministry of Education.

of US\$1 424 500.⁵ In fact, total expenditure on the project amounted to N\$1 511 026, six percent above the budget.⁶

Findings

Outputs

The accomplishment of the anticipated sixteen outputs of the project was considered through the compilation of a table, reproduced here as Appendix C.

It was found that the following outputs were achieved:

1. The Centre for Communication and Deaf Studies (CCDS) was established in the Ministry of Education; staff members were appointed, equipment provided, and some offices made available. This is a key long-term resource for the development of Deaf education. However, the Ministry of Education has not yet built a proper facility for CCDS, although plans have been drawn, a site identified at the Namibian Institute for Special Education, and a feasibility study carried out. At the time of writing negotiations were under way for the project to be included in the capital budget for the 2012/2013 financial year.
2. Extensive in-service training was provided for teachers of the Deaf and NSL interpreters. Pre-service training of teachers for the Deaf was also improved; the first cohort of teachers trained in NSL will graduate in 2011, and other cohorts will follow.
3. Deaf learners were integrated for the first time in senior secondary education (grades 11 and 12) at two schools, Cosmos in Windhoek and Mweshipandeka in Ongwediva. The first group of five to write the Namibia Senior Secondary Certificate examinations, in 2010, however, did not obtain enough points for admission to higher education, and are currently repeating some subjects at the Namibian College of Open Learning, with assistance of CCDS.
4. NGOs, particularly, the Association for Children with Language, Speech and Hearing Impairments in Namibia (CLaSH), and the Namibia National Association of the Deaf (NNAD), were strengthened, for instance as they were involved in the delivery of some of the training inputs. It was interesting to note that the former Cosmos learners are now active in the structures and activities of NNAD. NSL interpreters are also in the process of establishing an association.
5. Units for Deaf Education were established in mainstream schools, specifically at Andreas Kandjimi Combined School in Rundu and Katima Mulilo Combined School. These provide contrasting and instructive examples in fulfilment of the Ministry's policy of inclusive education. One could not hope for more than was evident at Andreas Kandjimi. The school management took pride in its contribution to Education for All. Deaf learners were living in a nearby school hostel. Classes, teachers and an interpreter were available. But at the small unit in Katima Mulilo, a handful of Deaf learners were temporarily housed in the library and had been involved in physical conflict with hearing learners, who had not been trained in NSL or Deaf culture. Deaf learners, whose abilities may not have been well assessed, were staying privately and complained of their difficulties in getting to and from

⁵ This evaluation has not looked into financial aspects of the project; this was not part of the terms of reference.

⁶ Information on Financial Aspects of the project provided by ICEIDA.

school. The Usko Ngaamwa unit for Deaf Education in Eenhana, established with support from the project, is significant in size, and a considerable achievement by the Ohangwena Regional Education Office. It is technically part of the neighbouring primary school, but is in fact physically separate and removed from the primary school. It seems destined to become a special school according to the traditional model.

The following outputs were not achieved:

1. A strong coordination body for Deaf education was not achieved, although the Joint Coordination Committee was established, even with sub-committees, but the participation of some partners was weak or erratic, which led to a loss of impetus.
2. It was not possible to have Deaf students at the University of Namibia or the Polytechnic of Namibia, as no Deaf learner managed to qualify or gain admission. Two students were, however, enabled to study adult education with NAMCOL at a tertiary level. On completion of this Certificate course they would qualify for further study at UNAM.
3. It was not possible to establish pilot ECD centres as envisaged. The project did appreciate the importance of early intervention, and together with CLaSH set out to try and establish units at rural schools. However, due to the dispersion of young Deaf children in Namibia's sparse population, it was not possible to bring together a sufficient number of children without resorting to levels of expenditure that would unfortunately not have been sustainable. Some Deaf youths were, however, trained in ECD and are currently employed by CLaSH.

Other outputs should be credited. Although they were mentioned tentatively in the project document as foreseen activities, the project did in the event achieve more than was expected. In particular:

1. Adult literacy classes for Deaf learners were established as part of the National Literacy Programme, and Deaf learners were supported by the Namibian College of Open Learning. Deaf trainees were supported at two Community Skills Development Centres (COSDECs).
2. Deaf theatre was established as a genre in Namibia, through support provided to the College of the Arts Theatre School. A touring company reached an audience of thousands, and the group continues to perform, notably at the just concluded Education Conference, attended by over a thousand delegates, while a major production including Deaf Theatre was part of the 40th anniversary celebrations of the College this year.⁷
3. The 2010 Conference on Deaf Education for Life was a very successful and motivating event that focussed on employment of Deaf people, while also mapping out what needs to be done by all partners to take Deaf education forward in the medium term. The touching film produced for this conference on Deaf people at work awaits a wider audience.

Achievement of the Specific Objectives

Against this background it is not difficult to conclude that the specific objectives of the project (as mentioned above) were well achieved.

There was progress in the **development of NSL**. This was achieved through the training of NSL interpreters, the implementation of NSL as a school subject, publication of resources, and the

⁷ The play entitled Happy Beat is about a deaf drummer rejected by his village who goes into self-imposed exile. See *New Era* 6 July 2011

development of glossaries. However, much remains to be done, as one can often see Deaf learners and their interpreters struggling to find meaning. No doubt, as Deaf persons engage in higher levels of study and in new areas of activity, NSL will naturally be enriched.

There was undoubtedly **improvement in the education of Deaf learners**. This was achieved through improving the NSL of teachers, and their understanding of Deaf education. The provision of interpreters in schools made a big difference. The availability of CCDS for support and printed resources is also important. An additional special school for Deaf learners was opened in Oshana Region, Deaf education units were opened or strengthened within schools in Kunene and Kunene Regions, and Deaf learners gained admission for the first time to two senior secondary schools. However, it appears that there is still a long way to go in the development of bilingual education in both NSL and English. There is an alarming gap in that an effective strategy has not yet been developed for early identification of Deaf children and for subsequent support and pre-school education. Although the information base is poor, there seems reason to believe that many Deaf children remain excluded from education.

Increased access of Deaf in society is also evident. The presence of Deaf learners in mainstream schools has had an excellent spin-off (where the entire staff of the school concerned is supportive and where the hearing learners have been taught the rudiments of NSL) in that the daily interaction is instructive, challenging and demystifying for both hearing and Deaf. Interestingly, it seems that it is only necessary to teach NSL to hearing learners once, and that the children pass it on among themselves thereafter. Deaf theatre has no doubt also added much to public understanding of Deaf people, their culture and aspirations. The intervention of the project to highlight the employment of Deaf people is also significant and it is to be hoped that the film on this subject will soon be aired on television. During the period of this evaluation it was noticeable that the Deaf community is capable of making its voice heard on national platforms. In June a Deaf learner at COSMOS Secondary School, for instance, was a prominent member of the Children's Parliament, and a Deaf delegate to the Education Conference in July made several interventions and shamed the organisers into providing her with an interpreter (which they had neglected, although other Namibian languages were provided with simultaneous translation via headsets.)

The **Capacity of NGOs** seems also to have been improved. They operate from a better knowledge base and have demonstrated that, given the resources, they are capable of delivering. It must be said that CLaSH has for some time been a very well-respected NGO in Namibia, a deserved position which was not doubt reinforced by the project. Increased participation of Deaf persons in the NNAD holds out the prospect that the Deaf community can in future participate more effectively, for instance in national structures for persons living with disabilities, to demand fulfilment of their rights. These are clearly stated in the National Policy on Disability, 1997, and the National Disability Council Act, 2004.⁸

Assessment of Standard Issues

⁸ For instance, the Policy states that "the ministry (of Education) should make provision of an inclusive education for all Namibian children including those who are disabled. This process of inclusion will entail developing the capacity of the regular school system to enable it to meet the diverse educational needs of all children. Furthermore, in co-operation with the MLRR the ministry should promote and strengthen the position on Namibian Sign Language."

The project was also evaluated in terms of a number of commonly used measures.

This following can be said about the **efficiency** of the project. It seems to have been a good use of ICEIDA resources to concentrate on a limited scope of activity such as Deaf education, where the need was great and the prospects of success were good, moreover in an area of development and human rights (empowerment of the disabled) that is usually overlooked or neglected by governments and international development agencies. The emphasis on capacity development of Namibian professional staff and teachers was certainly appropriate and productive. There was also a benefit to Namibia in working with another country with a small population, since the appropriateness of solutions offered must relate to the restrictions, mentalities and economies that are inherent to the size of the population. The flexibility that the project managers apparently enjoyed was also significant in achieving greater outputs than had initially been anticipated. A few interviewees did remark that the support from Iceland was “generous.” This was no doubt an expression of appreciation from those who are accustomed to making every cent count. Indeed, the project did have the resources at its disposal to increase the knowledge and skills of Namibians working in the field, to solve some problems and to bring technology to bear when appropriate; this was, perhaps, the point being made by ICEIDA, namely that progress can be made when resources are available and well applied. The evaluator is, however, not able to comment in depth on the specific use of resources as a detailed breakdown of actual expenditure was not available.⁹

The project must be considered **effective**, since the objectives were achieved.

There was clearly also a positive **impact**, considering that all the intended beneficiaries are in a better position than before. The impact could also extend further than the Deaf community, since there is now a model of how Namibia could make progress in other areas of disability and marginalisation.

The project was highly **relevant** since it fits with national aspirations as stated in Vision 2030, which notes that “people with disability are disproportionately represented amongst the poor,” and calls for increased funding and “the recognition of the rights of people living with disabilities through improved and expanded training and support programmes.”¹⁰ It is also relevant to policies in the education sector. The basic policy document for education, for instance states, “Our principal strategy for addressing the needs of young people with physical or other impairments is to integrate them as fully as possible into our regular education programmes.”¹¹ The Ministry is about to elaborate on this through publication of a policy on inclusive education.

One of the most remarkable achievements of this project is in terms of its **sustainability**. Almost all the staff members and interpreters who were paid by ICEIDA are now in the employment of government or other agencies. Activities in formal education, adult education, higher education, Deaf theatre, and skills training are all being continued, and even expanded, as has already been noted. The Rundu COSDEC, for instance, decided that it would not only continue with the training of Deaf young men in building trades, but would assist them to start a brick-making business in their

⁹ In a statement on Financial Aspects of the project provided by ICEIDA some basic financial data are provided. It is explained that although ICEIDA’s financial accounting system does have the capacity to report on categories of activity within a project this was unfortunately not programmed into the system at the outset of the project. See Appendix D: Financial Information Compiled by ICEIDA.

¹⁰ Government of the Republic of Namibia. 2004. *Namibia Vision 2030*. Office of the President. Pp 117 – 120.

¹¹ Ministry of Education and Culture. 1993. *Towards Education for All*. Gamsberg Macmillan. P 130

incubation unit. All too often aided projects die a sudden death with the departure of the funder, but this is not the case here, and it is refreshing to see.

Finally, the project has been **socio-culturally appropriate**. Progress has been made in overcoming inherited (and outdated) prejudices against people with disabilities, and the Deaf have been able to assert themselves to some extent, develop their social capital and strengthen NSL and Namibian Deaf culture. There has been a fair and conscious distribution of education opportunities between boys and girls, men and women. Several women in positions of leadership concerning Deaf education have grown in stature. However, it was noted in one instance, at Katima Mulilo Combined School, that if adequate support is not provided for an inclusive Deaf education unit within a school, the results can be alarming.¹²

Achievement of the Overall Objective

Given what has been said above, it is evident that the project achieved its overall objective, **“to contribute to the empowerment of Deaf in Namibia and their inclusion in mainstream society, particularly through improving educational facilities for the young.”** The size of the contribution was highly valued by many of those interviewed. “Giant strides were made,” according to a senior official responsible for special education in the Ministry of Education. Another from the academic world described nicely how the project leaders, “made us aware of issues that we would rather have avoided, suggested solutions, and then empowered us to do something.” The ability of ICEIDA to speak to Ministry officials at a high level and undo red tape was also appreciated. In fact, the high quality of interaction between Namibian actors, ICEIDA officials and SHH consultants appears to have had much to do with the success of the project.

Recommendations

A number of recommendations for the improvement of Deaf education were made at the conference in August 2010¹³ and this evaluation would not like to detract from those, but perhaps to amplify some of them.

Coordination

Since the Joint Coordination Committee has not lived up to expectations, and a gap has been left following the closure of the project and the ICEIDA office, those involved in Deaf education need to find a new way of coordinating their activities. One way of doing this might be for the Minister of Education to appoint an advisory board for CCDS, drawing on the expertise of agencies closely involved in Deaf Education. It may also be helpful for all the agencies to sit down and draft a ‘soft contract’ or memorandum of understanding that sets out each agency’s functions and roles, to avoid stepping on one another’s toes. Informal meetings, such as a monthly lunch or breakfast together might also ease communication. The teachers, officials, academics and interpreters who are engaged in Deaf education may also consider forming a professional association that would enable them to

¹² The evaluator was informed that the Regional Education Office has since taken steps to improve conditions for the Deaf at this school.

¹³ Ellis, J and Yates, EA. 2010. Deaf Education for Life: Linking Education and Employment: Conference Report and Follow-up Actions. ICEIDA and Ministry of Education.

share experiences, benefit from links with international bodies, and make representations to government.

Action Research

Deaf education faces some complex challenges for which practical solutions must be found. It may therefore be appropriate for CCDS and UNAM (individually or together) to undertake a few participatory action research projects in fields such as

1. Bilingual education of the Deaf
2. A pilot project (such as in one Region) for the development of an integrated system for early detection, diagnosis and intervention concerning children with hearing impairments (using the 1;3;6 month targets.)
3. Providing intensive training for the parents or caregivers of young Deaf children so that they can provide some of the support it has proved difficult to provide through ECD Centres. A distance education course might, for instance, be developed with NAMCOL to reduce the amount of (costly) face to face learning required.
4. Performance of Deaf learners in national examinations
5. Use of mobile phone and text-message technology to improve communication, information-sharing and learning in the Deaf community. (The Commonwealth of Learning may be a resource for this.)

Ministry of Education

There should be high-level intervention from the Ministry of Education to ensure that CCDS is provided with a suitable building without further delay. Following the process of decentralisation in the Ministry of Education, special schools have been placed under regional structures. However, since these regions have limited expertise in special education there is a need for all of those concerned to define clearly optimal roles for the regional offices and head office bodies, including CCDS. Regional Education Offices should be challenged to establish inclusive Deaf education units in mainstream schools in accordance with the Lessons Learned, as stated later in this evaluation. The 2011 Census data should be used to create accountability for inclusive education of all school age children.

Schools with Deaf learners, and Deaf Learners themselves, concerning English

Schools with Deaf learners, and Deaf learners themselves, should strive to achieve higher levels of proficiency in reading and writing English, by (a) developing expertise in NSL among teachers, interpreters and learners (b) reading, reading, reading, (c) additional classes in afternoons, school holidays, etc (d) having high expectations (e) engaging more with 'mainline society' (e.g. outings, projects, environmental activities, cultural activities, artistic expression, etc.)

Lessons Learned

One can see different models/practices in Deaf Education in Namibia: including

- (a) **full integration** (Cosmos, Mweshipandeka, COSDECs)
- (b) **separation, special schools** (Eluwa, NISE, Usko Nghaamwa)
- (c) **units for Deaf within an ordinary school** (Andreas Kandjimi and Katima Mulilo)

While there are merits to each of these models, the integrated units seem to be the way to go in the future, because of the social, cost and education benefits, but considering the following elements that each seem to be necessary for success.

1. Leadership/Direction from the Regional Education Office to create such units and to promptly solve whatever problems there are. Regional Education Offices should have an inclusive education officer to provide technical support.
2. The school management to take pride in its role or mission in providing education of Deaf, fulfilment of moral, Constitutional, legal and policy provisions, including EFA and V2030.
3. Skilled and dedicated teachers, fluent in NSL and having enough know-how to teach Deaf learners, probably also multi-grade teaching; some teachers should (in time) be Deaf.
4. Continuous professional development for the teachers of the Deaf and managers of the school
5. Own designated classrooms, which should be smaller than those made for 40 learners
6. Assistance of trained NSL interpreters
7. Deaf (and hard of hearing) learners need to be sought out deliberately and systematically in the region and properly assessed and assisted, especially by working with parents and siblings. (Work with MHSS, DAE, NAMCOL and others. Use 2011 census when available.)
8. Boarding facilities (with sensitive staff who know NSL)
9. Teaching NSL to parents/carers/siblings (sponsorship needed for accommodation, though) and other communication with parents, eg through a newsletter and distance learning materials to develop their understanding of Deaf culture, community, aspirations,
10. Teaching of NSL to hearing learners of the school (at least at first) and school management to have Deaf learners join in extramural activities such as sport, culture, learners representative council, churches, etc.
11. Full measure of materials for English (reading and writing) acquisition: comics, story books, DVDs, computer visual technology, games, etc
12. Afternoon classes and activities as well as morning; in fact, full use of the available time!
13. Mentoring, peer learning, counselling, etc, to maintain high motivation for learning.
14. Emphasis on life skills, including HIV, access to the TV news, outings, trips, art and culture, etc
15. Lifelong learning perspective: an integrated, social approach to education of the Deaf, including early years development, formal education, adult education, vocational/skills education, informal learning, and tertiary education.
16. Deliberately being in solidarity, part of Deaf community, supporting its rights, its aspirations and its culture in Namibia, providing information relevant to Deaf in Namibia, guidance on further education and employment of Deaf. (NNAD should be a resource for this.)

Appendix A: Terms of Reference

TERMS OF REFERENCE

FOR THE EVALUATION

OF

THE Project: “Signs speak as loud as words”

Support to the empowerment of the Deaf
community in Namibia 2008-2010

Executing Agencies: The Government of Namibia, Ministry of Education (MoE), and the Government of Iceland, through ICEIDA.

1. Background

- The project started in October 2007 and came to an end in December 2010. ICEIDA's contribution was estimated 1.424.500 US\$.
- In the beginning of the development co-operation between Iceland and Namibia the main focus was on marine research and fisheries. Later on ICEIDA became involved in social projects specially education for the underprivileged and the marginalized in the society. ICEIDA started it's cooperation and support to the deaf education in Namibia 2006, subsequent to arequest from the Government of Namibia.
- Brief description of objectives, strategy main components...**The overall objective of ICEIDA's support** to the Deaf community in Namibia:
 - is to contribute to the empowerment of Deaf in Namibia and their inclusion into mainstream of society.
- **Specific objectives are:**
 - Development of the namibian Sign Language
 - Improve education of deaf children
 - Increase access for Deaf into the society
 - Capacity building at NGO level.
- **Expected outputs are:**
 - A formal intersectoral effort for the enhancement of the interests of the Deaf is in place with the Joint Coordination Committee.
 - NISE has taken a leading role in the enhancement of NSL through active research, material development and training at a Resource centre and is implementing a long term plan of action for this purpose.
 - NISE/MOE has secured the accreditation of courses for teachers and Deaf instructors.
 - UNAM has set the goal for providing education in NSL and the teaching of Deaf in cooperation with NISE and/or other universities leading towards a degree.
 - All teachers at the two schools have completed in-service training with a formal certificate acknowledging their achievement.
 - Deaf instructors in NSL have completed formal training and a course continues to be on offer by them for future candidates.
 - Teaching methods and knowledge of teaching and creating teaching materials in the two schools for Deaf is greatly improved.
 - Teaching materials have been developed in NSL, teachers are able to use NSL materials, and usa a bilingual approach to NSL and English.
 - A number of interpreters have had formal training and training is on offer for more.

- A group of promising Deaf learners is engaged in formal schooling with support and interpreter service towards the completion of 12th grade.
- Adult members of the Deaf community have started and some completed studies at UNAM at the adult education section, with support and interpreters' service.
- A number of trained and skilled Deaf instructors and interpreters are employed in services for the Deaf.
- NGO's such as NNAD and CLaSH are active part-takers in training and community awareness projects and ECD units.
- Pilot ECD units are serving young Deaf children, educating them in sign language acquisition in preparation for primary school.
- Interpreters have been appointed institutions of higher learning to cater for Deaf students.
- Special units for Deaf at mainstream schools
- **Strategy:** The overall strategy was to improve the institutional capacity in Deaf education in following way:
 - Select desirable and realistic objectives
 - Identify positive opportunities to build upon
 - Plan intervention
 - Support local ownership and develop local capacity

2. Reasons for evaluation

In the Project document 2007 – 2010 it is assumed that the external evaluation of the Project shall be carried out in the last phase, before it will be closed, as the time has passed the evaluation will be carried out in the first half of 2011.

The evaluation report will be used as lessons learned for both partners and NGOs. The results shall contribute to the the future planning of education of the Deaf in the Ministry of Education as well as contribute further to the empowerment of Deaf in Namibia.

3. Scope and focus of the Evaluation

The main objective is to evaluate the outcome and impact of the Project activities and examine the effects on the target group. The main users of the findings of the evaluation will be the Ministry of Education and the Deaf Community in Namibia.

The evaluation shall be limited to activities financed by ICEIDA and cover the period from October 2007 to December 2010. The evaluation shall cover, but not be limited to, the cooperation with the following stakeholders:

- Ministry of Education, PQA
- Ministry of Education, DAE
- Centre for Communication and Deaf Studies (CCDS)
- NISE, School for the Deaf and Hearing Impaired
- Eluwa Special School
- Andreas Kandjimi School, Deaf Unit, Rundu
- Usko Nghaamwa Special School in Eenhana
- NAMCOL
- Windhoek College of Education/UNAM
- Cosmos High School
- CLaSH
- NNAD
- COSDEF
- Ministry of Gender Equality and Child Welfare
- Bank Windhoek Theatre School

4. Issues to cover

Most evaluations will to varying degrees need to deal with the standard issues listed below.

- **Efficiency:** Assessment of the use of financial and human resources available to the Project.
- **Effectiveness:** Examining the extent to which the Project's objectives were achieved, or are expected to be achieved, taking into account their relative importance.
- **Impact:** Analysis of positive and negative effects in society, whether foreseen or not, relating to all parties affected by the project.
- **Relevant.** Examining relevance in relation to:
 - The development goals of the country as set forth in its policy statement: "VISION 2030", other policies "education for all" and "the national disability act".
 - Assessment of whether the objectives of the project are still worth pursuing
- **Sustainable.** Assessing if benefits generated by the Project are likely to continue after the completion of the assistance.
- **Socio-cultural factors:**
 - assess the increase of access to resources social and economical as benefits of participating in the Project,
 - Assess the benefits of the target group in terms of gender /equality of access to education, opportunities, training, and women's participation in committees, management and equal responsibilities and women's participation in decision-making.
- **Institutional and management capacity building:** Assess among others:
 - Establishment and operations of the CCDS
 - Establishment of formal teacher assistants in the schools
 - Capabilities of the teachers of the deaf
 - Training of the NSL interpreters

- Capacity building at NGO's level
- Adult literacy program

5. Consultant /Evaluator

The consultant shall be approved by both partners.

The consultant is expected to have relevant academic qualifications and evaluation experience. In addition, the consultant should cover the following competencies: Education and experience of educational policy and implementation, in particular pertaining to marginalized groups in society.

6. Methodology

The consultant should make use of empirical methods such as interviews, focus groups, and data /literature surveys to collect data, which will be analysed using well specified judgement criteria and suitably defined qualitative and/or quantitative indicators.

The consultant is expected to conduct interviews with all key personnel involved with the planning, implementing and monitoring of the Project.

The consultant will have full access to all relevant documents;

- Policy papers and relevant reports, progress and financial reports from ICEIDA and minutes of meetings concerning management of the Project.

The consultant should liaise closely with representatives of the partner country and donor country governments and relevant agencies.

At the end of the fieldwork, the consultant should present its main conclusions and recommendations to the authorities concerned and to the donor's representatives.

8. Budget and Reporting

The work is remunerated on a daily basis with a maximum of 25 days. That remuneration includes salaries/ professional fee, travel cost and all other cost related to the evaluation.

The Deliverables in the consultancy consist of following outputs:

- Draft findings to be presented in a meeting with the partners after the field work in Namibia and to ICEIDA over mail and phone.
- Draft Final Report for feedback from the Partners. The feedback will include comments on structure, facts, content, and conclusions.
- Final Evaluation Report.
- A meeting in Namibia for dissemination of the final report.

All presentations and reports are to be submitted in electronic form in accordance with the deadlines set in the time-schedule.

The partners, ICEIDA and MOE, retain the rights with respect to all distribution, dissemination and publication of the deliverables.

9. Estimated timetable

| | |
|---------------------------|--|
| February 11 th | Deadline for delivery of documents to evaluators |
| March | Preparation work |
| April | Consultations and fieldwork in Namibia |
| May | Delivery and debriefing of preliminary findings |
| May 30 th | Delivery of draft report |
| June 15 th | Delivery of final report |

10. List of Documents:

Project Document:

1. Signs speak as loud as words – Support to the empowerment of the Deaf community in Namibia 2008-2010, Project Document, October 2007. NAM07040001/111-20

Agreements:

2. Cooperation agreement Between The Bank Windhoek Theatre School and Icelandic International Development Agency (ICEIDA) For colloboration on Deaf Theatre, Signed Agreement, 3rd February 2009. NAM08120001/113-30
3. Cooperation Agreement between The Directorate of Adult Education (Ministry of Education) and Icelandic International Development Agency For the provision of Adult Literacy for Deaf Adults, Signed Agreement, 19th November 2008. NAM08110004/112-30
4. Cooperation agreement between The Association for Children with Language, Speech and Hearing Impairments of Namibia and Icelandic International Development Agency, Signed Agreement, 21st November 2008. NAM08050002/112-30
5. Cooperation agreement between The Association for Children with Language, Speech and Hearing Impairments of Namibia and Icelandic International Development Agency, Signed Agreement, 25th January 2010. NAM10010020/112-30
6. Cooperation agreement Between The Namibia Community Skills Development Foundation (COSDEF) and Icelandic International Development Agency (ICEIDA) For the provision of vocational training for Deaf adults 2009, Signed Agreement, 23rd January 2009. NAM08070001/113-30

7. Cooperation agreement Between The Namibia Community Skills Development Foundation (COSDEF) and Icelandic International Development Agency (ICEIDA) For the provision of vocational training for Deaf adults 2010, Signed Agreement, 3rd February 2010. NAM08070001/113-30,
8. Agreement between Ms. Linda Louw and The Icelandic International Development Agency, Signed Agreement, 20th February 2008. NAM08120001/113-30

Reports, Memos and Letters:

9. Namibian Deaf Theatre Road Show, Tour Report, July 2-22 2009. NAM09050002/113-30
10. Report for the activities done from January to May 2010 to promote education for the deaf in Caprivi Region. NAM09020005/111-20
11. Approval for the posts establishment at the Center for communication and deaf studies, Approval, 23rd June 2008. NAM09020005/111-20
12. Namibia, fall 2008. NAM08070002/113-30
13. Memo: Adult Literacy for Deaf Adults. NAM07040001/111-20
14. Tasks in the Sign Language project Jan-March 2009. NAM07040001/111-20
15. Tasks in the Sign Language project March-June 2009. NAM07040001/111-20
16. Tasks in the Sign Language project August-Dec 2009. NAM07040001/111-20
17. Signs Speaks as Loud as Words – Project Activities and Status October 21 2009
18. Support to Inclusive Education and Sign Language at Cosmos, Letter, 19th November 2008. NAM07040001/111-20
19. Consultative Meeting on the Centre for Communication and Deaf Studies (CCDS). NAM09050006/111-20
20. Deaf Education for Life – Linking Education and Employment, Conference Report and Follow-up Actions. NAM09080002/111-10

Appendix B: List of Persons Interviewed

| Area | Name | Organisation |
|---------------|---|--|
| Windhoek | Ms Anna Nujoma | MoE DAE |
| | Ms Rachel Philander | MoE PQA |
| | Ms Lizette Beukes | CCDS |
| | Mrs F Kleinert | Principal NISE |
| | Ms B Bruwer | UNAM |
| | Mrs R Landsberg | Principal Cosmos High School |
| | Ms H Beinhauer | Director ClaSH |
| | Mr Paul Nanyeni | Director /Board Chair NNAD |
| | Ms Indileni Daniel | NAMCOL |
| | Ms Sandy Rudd | Director Windhoek Theatre School |
| | Learners | ex Cosmos High School |
| | Ms Beata Armas | interpreter CCDS |
| | Dr I L Kahikuata | MoE PQA |
| | Ms Pamela February | UNAM |
| Swakopmund | Mr Jeremy Muller | COSDEF |
| | Ms Rene McClune | COSDEF |
| | | |
| Ongwediva | Ms Eva Shakujungwa | Principal – Eluwa Special School |
| | Mr Abner Nangombe | HOD -Eluwa Special School |
| | Ms Nangolo | Teacher – Eluwa Special School |
| Ondangwa | Ms S Steenkamp | Director of Education Ohangwena Region |
| | Mr Jackson Haihambo | Special Education Officer Ohangwena Region |
| | Ms Liina Shipanga | District Adult Education Officer, Ohangwena Region |
| Eenhana | Ms Loide | Teacher – Usko Nghwaamwa Special School |
| | Ms Teresia Hiduwa | Founder of Usko Nghwaamwa Special School – student assistant |
| | Ms Linda Shiner | Special Education Officer – Kavango Region |
| Rundu | Mrs Kangungu and HOD Andreas Kandjimi School | Principal Andreas Kandjimi School |
| | Mr Bernard Kamnenye, Teacher Maria, Mrs Discho, Timo and 5 volunteer ladies | Staff at Andreas Kandjimi School Hostel |
| | Ms Clemency Kafuru, head and Mr Clemens Kafuuo and sign lang interpreter | COSDEC_Rundu |
| Katima Mulilo | Mr John Rubaihayo | Special Education Officer Caprivi Region |
| | Principal Katima Combined School | Katima Combined School |
| | Interviews with learners in special unit & teachers Regina Malumo and Monica Matakala | Katima Combined School |
| | Mr A Samupwa | Deputy Director Caprivi Region |
| | Mr Mbukusa | Regional Literacy Officer, Caprivi Region |

Appendix C: Consideration of the 16 Outputs of the Project

Expected Outputs of the ICEIDA - GRN Project Signs Speak as Loud as Words

| Serial | Output as in Project Document | Achieved? | Relevant Information | Comments |
|--------|--|-----------|---|--|
| 1 | A formal intersectoral effort for the enhancement of the interests of the Deaf is in place with the Joint Coordination Committee. | Partly | Report given to the August 2010 Conference suggested some difficulty in making the JCC work effectively in the medium term | continuing challenge of coordination, mutual support, reflection, etc |
| 2 | NISE has taken a leading role in the enhancement of NSL through active research, material development and training at a Resource centre and is implementing a long term plan of action for this purpose. | Yes | CCDS established for these purposes, but the matter of the building to be provided by GRN still outstanding | follow-up on building needed |
| 3 | NISE/MOE has secured the accreditation of courses for teachers and Deaf instructors. | Yes | UNAM is providing courses and training for teachers in NSL, UNAM will give BED degree. | First teachers qualified to teach Deaf will graduate end of 2011, arrangements are being made for their employment |
| 4 | UNAM has set the goal for providing education in NSL and the teaching of Deaf in cooperation with NISE and/or other universities leading towards a degree. | Yes | Teachers of the Deaf will graduate with a BED degree | |
| 5 | All teachers at the two schools have completed in-service training with a formal certificate acknowledging their achievement. | Yes | Teachers have received in-service training. However what is meant by formal certificate is a bit unclear. Normally 'formal' would mean a nationally recognised certificate is issued. | Perhaps the wording formal certificate was not well informed, given that there is a long process to get such training accepted on the NQF. |
| 6 | Deaf instructors in NSL have completed formal training and a course continues to be on offer by them for future candidates. | yes | Again problem in what is meant by formal training. Capacity exists to train interpreters in NSL. UNAM is considering offering training for interpreters but this is apparently not yet decided. | |

| | | | | |
|----|---|-----|--|--|
| 7 | Teaching methods and knowledge of teaching and creating teaching materials in the two schools for Deaf is greatly improved. | yes | Teachers spoke of improved understanding of how to teach Deaf. Materials could be seen at schools. Classrooms walls had displays | Understanding of bilingual education could still be deepened. |
| 8 | Teaching materials have been developed in NSL, teachers are able to use NSL materials, and use a bilingual approach to NSL and English. | Yes | But proficiency of bilingual approach probably needs further attention | |
| 9 | A number of interpreters have had formal training and training is on offer for more. | Yes | Interpreters have been trained. Problem of 'formal' again. | |
| 10 | A group of promising Deaf learners is engaged in formal schooling with support and interpreter service towards the completion of 12th grade. | Yes | Learners are integrated in senior secondary schools, Cosmos and Mweshipandeka, though results disappointing so far. | Attention is needed to exemption from English oral examination. |
| 11 | Adult members of the Deaf community have started and some completed studies at UNAM at the adult education section, with support and interpreters' service. | No | No qualified entrants available for UNAM yet. However two students were enabled to study adult education at tertiary level with NAMCOL. | UNAM would probably provide the service if it was demanded. |
| 12 | A number of trained and skilled Deaf instructors and interpreters are employed in services for the Deaf. | yes | Interpreters are supporting Deaf learners in several schools, COSDECS, Rundu hostel, also assisting with employment, courts, TV | |
| 13 | NGO's such as NNAD and CLaSH are active part-takers in training and community awareness projects and ECD units. | yes | CLaSH has had an important role in training and ECD. NNAD assists in teacher support. | |
| 14 | Pilot ECD units are serving young Deaf children, educating them in sign language acquisition in preparation for primary school. | no | Training concerning ECD provided, but this activity has proved too challenging mostly due to the dispersed location of young Deaf children who should stay with their families. Deaf youths were trained in ECD and are employed by CLaSH. | Reaching Deaf children at the youngest possible age is still critically important because of 'window' for language development |
| 15 | Interpreters have been appointed institutions of higher learning to cater for Deaf students. | no | No qualified entrants available for UNAM yet | |
| 16 | Special units for Deaf at mainstream schools | yes | As in Andreas Kandjimi CS in Rundu and Katima Mulilo CS | These are important experiences from which to gain lessons for other Regions. |

Appendix D: Financial Information Compiled by ICEIDA

Financial aspects

According to the project document, the contribution of ICEIDA for the three years was estimated as USD 1,424,500. The value of the contribution of the Namibian government was not specified in the project document. Initially that contribution was primarily the use of government staff as well as travel expenses etc. when required. However, shortly after the project began, the Ministry of Education indicated it would fund the construction of a building for CCDS. The cost of the construction was estimated to be N\$ 6 million, approximately USD 850 000. This building has not yet been constructed, but all preparations for tendering have been completed, including the architectural design.

The remainder of this section focuses on the financial contribution of ICEIDA. The following table lists the budget as presented in the project document and compares with the actual expenditures.

Table 1: Comparison of budget and actual expenditures (USD)

| | 2008 | 2009 | 2010 | Total |
|-------------|----------|---------|---------|-----------|
| Budget | 450 000 | 524 250 | 450 250 | 1 424 500 |
| Expenditure | 303 223 | 674 649 | 533 154 | 1 511 026 |
| Difference | -146 777 | 150 399 | 82 904 | 86 526 |
| Percentage | -33% | 29% | 18% | 6% |

Overall the expenditures over the three years were 6% over budget. The deviations were greater in individual years. First and foremost this is due to the fact that the operations of the CCDS began later than initially envisaged. As a consequence a considerable part of the first year's budget was moved over to the second year, explaining the large underspending in the first year and overspending in the second year.

A critical component of the project was the expertise of Icelandic consultants. A part of their work was to equip their Namibian counterparts with sufficient skills to take over the running of various project activities. One way of measuring the success of this capacity building can be done through expenditure analysis. This is possible because the salaries and travel expenses of the consultants can be isolated in the financial numbers. In the first year, USD 163 000 were used for the services of consultants; in the second year, USD 95 000 were used for this purpose; and in the third and final year the amount had been reduced to USD 45 000. This indicates a successful transfer of capacity from the consultants to the local counterparts.

Unfortunately, analysing the different parts of the project in similar fashion as with the capacity building is difficult. When the project started, not sufficient care was taken in entry of the financial information to allow for a detailed analysis, even if the financial system used has the capabilities to keep track of the different project activities. However, this requires bookkeeping keys for the different activities to be defined before the project begins.

Photo Album

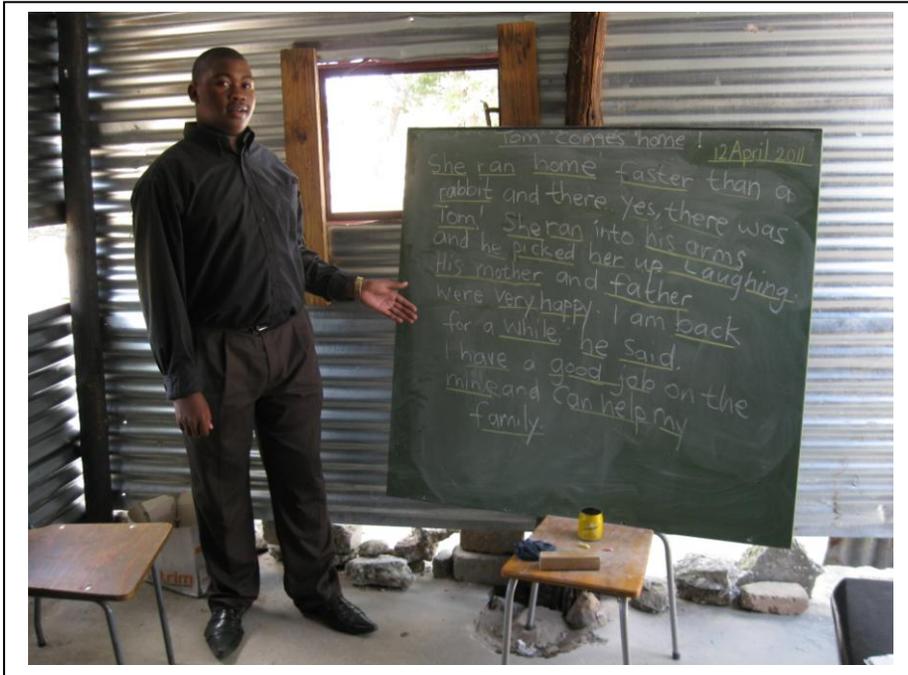
Learners







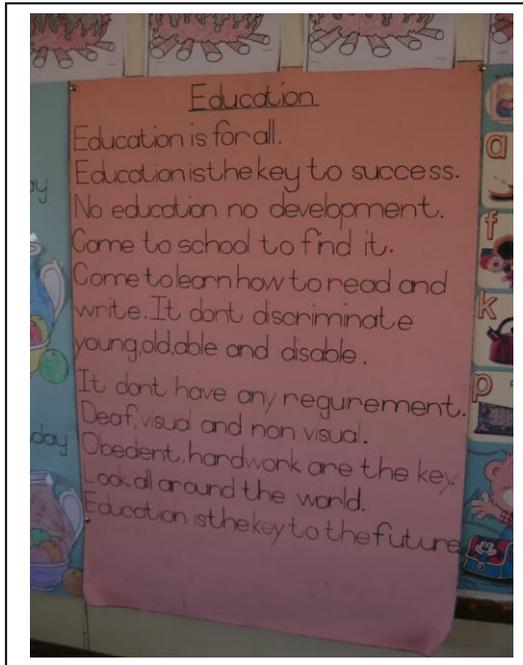
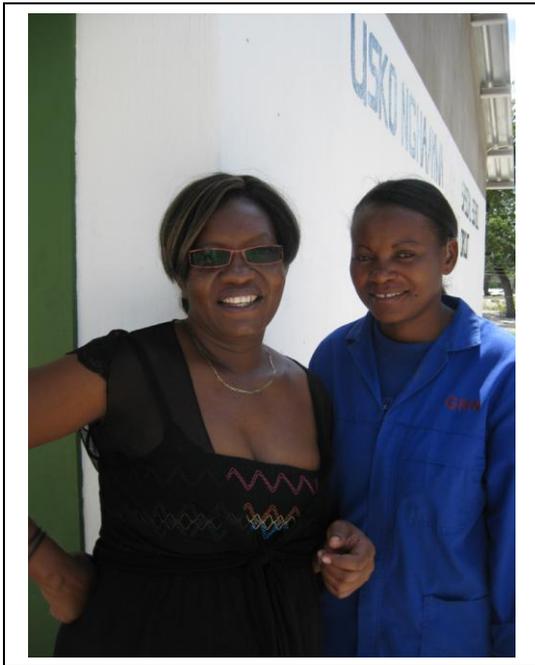
Teachers



Adult Learning



Community



| SPECIAL CLASS 5 AND 6 Names and contact details | | |
|--|--------------|------------|
| Names: | Village | Cell no |
| Girls | | |
| Augustinus Anelina | Kapako | 0855558355 |
| Hainqura Elizabeth | Gava | |
| Kakira Abbi | Nkure-nkuru | 0813499932 |
| Kaundi Aellena | Mupini | 0814990457 |
| Sitoti Magdalleni | Kasivi | |
| Immanuel Sophia | Kapako | 0855631992 |
| Boys | | |
| Hairungu Markus | Mrunqu | |
| Kakala Lucas | Ntara | |
| Kyudumo Christian | Nlongi Inena | |
| Mbanqu Frans | Muyenzere | 0813375115 |
| Mberema Adolph | Museese | 0812135670 |
| Shwameni Herberth | Museese | 0816602816 |
| Vejo Matheus | Khemu | |
| Johannes Andreas | Katimba | 0812212245 |