



REPUBLIC OF NAMIBIA



FOLLOW-UP PERFORMANCE AUDIT REPORT OF THE AUDITOR-GENERAL ON THE MINISTRY OF EDUCATION – ADMINISTRATION OF THE GOVERNMENT SCHOOL HOSTELS

FOR THE FINANCIAL YEARS 2008, 2009, 2010 AND 2011

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REPUBLIC OF NAMIBIA



TO THE HONOURABLE SPEAKER OF THE NATIONAL ASSEMBLY

I have the honour to submit herewith my performance audit follow-up report of the Administration of the government school hostels – Ministry of Education for the financial years 2008, 2009, 2010 and 2011 in terms of Article 127(2) of the Namibian Constitution. The report is transmitted to the Honourable Minister of Finance in terms of Section 27(1) of the State Finance Act, 1991, (Act 31 of 1991) to be laid upon the Table of the National Assembly in terms of Section 27(4) of the Act.

WINDHOEK, March 2014

**JUNIAS ETUNA KANDJEKE
AUDITOR-GENERAL**

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ABBREVIATIONS

MOE	Ministry of Education
AG	Auditor-General
PAC	Public Accounts Committee
OVC	Orphan and Vulnerable Children

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EXECUTIVE SUMMARY

I am authorized to carry out performance audits in terms of Section 26 (1) (b) (iv) of the State Finance Act, (Act 31 of 1991) which reads as follows: (The Auditor-General) “may investigate whether any moneys in question have been expended in an efficient, effective and economic manner.” Performance auditing may be defined as examining whether government ministries are *“doing the right thing”* and utilizing the resources *“in the right and least expensive way”*.

This is a follow-up audit report on the Administration of government school hostels within the Ministry of Education. The purpose of the follow-up audit was to assess the impact of the actions the Ministry of Education has taken on the recommendations of the Auditor-General’s (AG) initial performance audit report on Administration of Hostels dated May 2000.

The main objective of the Hostel division within the Ministry of Education; strives through hostel management, to ensure that every hostel child in Namibia has access to effective education through the satisfaction of the physical, psychological and spiritual needs of each child. Hostels form an integral part of education and must therefore provide a healthy and homely atmosphere.

The audit established that 80% of AG’S recommendations are not implemented by the Ministry. It was also established that the Ministry is aware of the deteriorating state of the government hostels as several reports on bad hostel conditions were compiled and presented to the right hierarchy, but fail to come up with tangible solutions, compromising the health and safety of learners. Hostels across the country are in a bad condition and some of the hostels have been declared unsuitable for human habitation by the Ministry of Health. 30% of the hostels were closed down, leaving learners unable to access education and or seeking unsafe accommodation and 40% of the hostels were very dilapidated. The situation got even worse comparing to the time of the main study report.

Here are specific findings, conclusions and recommendations from this follow-up audit report

1. The Hostel Administrative guide was first compiled in 1991 to assist the superintendents, principles and hostel committees to manage government school hostels effectively. The hostel guide was revised and updated in 2004. The revised hostel guide make provision for the following guidelines as recommended:
 - ✓ Guidelines for admission of learners entering the hostel for the first time, as well as information about procedures for hostel application by first entrants are made available.
 - ✓ Guidelines for the maximum number of essential boarders per staff quarter.
 - ✓ The hostel guide of 2004 sets out the duties and duty schedule of superintendents and supervisors.
2. Though the guidelines are made available, it was established that school hostels do not adhere to the application and admission guidelines, as well as exemption procedures, some due to ignorance and some due to lack of understanding. This is also due to lack of monitoring from the Regional offices.
3. Inspectors and hostel officers are not carrying out inspections as required in order to assess the work of supervisors and superintendents and also to assess the hostel conditions.
4. Non-essential boarders and dependents of essential boarders were not paying hostel fees.
5. Hostels across the country are in a bad condition and some of the hostels have been declared unsuitable for human habitation by the Ministry of Health. About 30% of the hostels were closed down, leaving learners unable to access education and/or seeking unsafe accommodation. In addition to that, 40% of the operational hostels were deteriorating due to poor planning, lack of adequate maintenance and renovation.

6. It was established that there are no renovation need assessments in the regions and hostels do not have renovation plans.
7. At the time of the audit hostels were overcrowded, a situation that also contribute to a high level of vandalisms in the hostels.
8. At the time of the audit, 50% of learners were not provided with all necessary services as recommended, and some were sleeping on the floor or on beds without mattresses or sharing beds and lockers.
9. Hostel dormitories and facilities were vandalised by learners and not all culprits could be identified and held responsible due to a lack of supervision. Supervisors are full time teachers and at the time of the audit, they were busy with the examinations and minimum supervision was observed. Some school hostels and hostel officers are recommending for the appointment of institutional workers as supervisors and some were appointed already as supervisors.
10. Subsidized laundry services were terminated on all secondary school hostels visited in all regions as recommended.
11. At the time of the audit, the San community were accommodated in tents at school hostels.

Conclusions

- Lack of implementation of policies, guidelines and procedures by Head Office, regional offices and school hostels.
- Lack of co-ordination between Head Office, regional offices and school hostels.
- Poor planning.
- Inadequate maintenance and lack of renovation.
- Lack of monitoring of hostel activities.
- Staff not living up to their expectations.

Recommendations

1. The survey on the effective implementation of the 5 km policy should be carried out in order to ensure that only learners who are in serious need of hostel accommodation are accommodated in government hostels.
2. School principals and superintendents should follow the admission procedures in the hostel guide as well as exemption procedures and any other admission criteria that the hostel may come up with should be submitted to the regional office for approval.
3. The inspectors/hostel division through inspections should ensure that all the guidelines and procedures as set up by the hostel guide are fully implemented by hostel officers, principals and superintendents.
4. The school hostels should ensure that dependents of essential boarders and the non-essential boarders fill in application forms prescribed in the hostel guide in order to ensure that there is no escape from paying hostel fees.
5. Superintendents should ensure that learners are provided with the necessary services and that learners are living in a safe and homely environment.
6. Strict supervision and hostel rules should be strengthened in order to reduce vandalism and to ensure that culprits are identified and held accountable.
7. Hostels should try to follow prescribed menus in order to ensure that learners are provided with necessary nutrition.
8. Plans to sustain school hostels through adequate maintenance and renovation should be addressed and implemented.
9. The Ministry should monitor and enforce payment of school hostel fees.
10. The Ministry should consider revising the hostel guide.
11. The OVC should be identified in time in order to be accommodated in the hostels.

12. Communication between hostel inspectors and regional directors of all the regions regarding availability of accommodation should be strengthened in order to ensure placement of learners who are in need of hostels.
13. The Ministry should ensure that San learners are not only accommodated in the tents.

Comments received

Comments were received with no supporting evidence to substantiate the corrective measures. (See Annexure 3)

CHAPTER 1

1. INTRODUCTION

1.1. The historical background on the school hostels

A performance audit main study on school hostels in the Ministry of Education was tabled in Parliament in May 2000. It was mandated by Section 26(1)(b)(iv) of the State Finance Act, (Act 31 of 1991) that reads as follows: The Auditor-General “*may investigate whether any moneys in question have been expended in an efficient, effective and economic manner.*”

At the time of the audit no PAC report was available, therefore no follow-up could be conducted on PAC recommendations.

Hostels form an integral part of education and must therefore provide a healthy and homely atmosphere. The enormous task of rearing a child, regardless of circumstances, goes hand in hand with creating a ‘home from home’ for that child.

According to the hostel guide dated 2004, expenditure in respect of hostels forms a major portion of the annual budget and therefore necessitates good hostel management.

The hostel guide further illustrates that it would simply not be possible in the absence of well-trained and enthusiastic staff, adequate provision of stores and facilities, clear policies and effective administrative controls and parental involvement, to facilitate the development of the child as a physically and spiritually healthy being, so as to ensure that he/she becomes a mature and well-integrated member of society.

1.2. Design of the follow-up study

1.2.1 Time and geographical limits

The time-period under review was for four financial years, from 2009-2011 and the latest information for the year 2012 was also included.

The team visited the Head Office as well as the following regions: Erongo, Kavango, Omusati and Otjozondjupa regions for the collection of information.

1.3. Methods of data collection

The following methods were used for the collection of information:

- Interviews with the regional directors, inspectors of Education, hostel officers, school principals and hostel superintendents.
- Documents related to hostels administration such as hostel guides, 15 day statistics and hostel application forms, minutes of the meetings and annual plans.
- Physical observations of hostel buildings and dormitory’s conditions, kitchens and other facilities in the hostels.

1.4 Functions and objectives of the Division of hostels

1.4.1 Structure of the Ministry of Education

The Ministry of Basic Education, Sport and Culture and the Ministry of Higher Education, Training and Employment Creation were combined during March 2005 to form the Ministry of Education. The new structure was approved by the Public Service Commission in the Office of the Prime Minister in August 2006. (See Annexure 2)

1.4.2 Organization of the division Inspectorate and Hostel structure

- **The aim of the hostels**

The aim of the hostel section of the Ministry, strives through hostel management, to ensure that every hostel child in Namibia has access to effective education through the satisfaction of the physical, psychological and spiritual needs of each child.

- **Division into regions**

The Ministry operates in 13 regions, each one with a regional office: Caprivi, Hardap, Erongo, Karas, Kavango, Khomas, Ohangwena, Omaheke, Omusati, Oshana, Oshikoto and Otjozondjupa.

- **Directorate Programmes and Quality Assurance**

The Directorate Programmes and Quality Assurance (PQA) under the Department School/Formal Education objective is to co-ordinate, implement and monitor all formal education activities.

In order to realize the broad goals of providing equitable access to education for Namibian learners PQA is tasked to ensure quality in the provision and delivery of educational programmes.

Activities include the development, implementation, monitoring and evaluation of primary and secondary education, provision of hostel services and special education.

The Directorate consist of the following divisions:

- Monitoring and evaluation of educational programmes for primary and secondary schools.
- Inspectorates and hostel management
- Special programmes and schools
- Diagnostic, advisory and training services

Financial implication/Budget

Financial year	Authorized expenditure	Actual expenditure	Variation	Percentage
	N\$	N\$	N\$	%
2007/2008	281 314 382	277 110 555	4 203 827	1.49
2008/2009	310 989 223	310 653 765	335 457	0.11
2009/2010	335 698 885	329 989 983	5 708 983	1.7
2010/2011	124 168 000	122 868 380	1 299 619	1.05

CHAPTER 2

2. FINDINGS

This chapter presents the findings on the progress of implementation of the recommendations of AG's initial reports of May 2000.

2.1 Implementation of guidelines and procedures

Division: Hostels

2.1.1 **The AG recommended that the hostel division should investigate the reasons why some procedures and guidelines are not being implemented in order to adjust the hostel guide if necessary**

The Hostel Administrative guide was first compiled in 1991 to assist the superintendents, principles and hostel committees to manage government school hostels effectively. The audit team learned through document analysis that the hostel guide was revised and updated in 2004.

2.1.2 **The AG recommended that the guideline for the admission of learners entering the hostel for the first time should be developed and information about procedures for hostel application by first entrants should be made available**

The revised hostel guide of 2004 makes provision for the admission of learners entering the hostel for the first time, as well as information about procedures for hostel application by first entrants.

2.1.3 **The AG recommended that the principals and superintendents should follow the guidelines and procedures set up in the hostel guide**

According to document analysis as well as interviews conducted, it was identified that principals and superintendents are faced with the challenges to implement the following guidelines and procedures as set out in the hostel guide.

2.1.3.1 The 5 (five) km policy

The Hostel guide states that Government school hostels do not make provision for accommodation of learners who are living in the same urban area (or municipal or town area in which such a school is located) or within the 5 km range of such hostel. However, special approval may be granted by the Director for learners in the following deserving categories:

- Physically challenged;
- Neglected/abused children/orphan/vulnerable and marginalized children;
- Children in unsafe circumstances; and
- those whose parents/guardians are absent

The audit found that 95% of the school hostels visited in all selected regions indicated that they are challenged with the correct implementation of the 5 km policy. The school superintendents indicated that even though they try to accommodate the learners who are not living within the 5 km radius, there is no particular way to determine the distance between the learner's house and the

school hostel apart from relying on the addresses that the learners provide in the hostel application forms.

It is alleged that learners do provide wrong addresses of their relatives or friends which are not their actual home addresses to secure places in the hostel. This makes it very difficult for hostels to determine whether they are not living within the 5 km range of the school hostel. The school hostels indicated that even though they try to stick to that 5 km policy, they will later realize that they did admit learners within the 5 km range as most of these learners are from the surrounding area of the school. Furthermore, it was discovered that learners in the deserving categories that live within the 5km radius are admitted in the school hostels but with no special approval of the director as stipulated by the hostel guide.

One hostel in the Kavango region indicated that one of the reasons they deviate from the hostel guide with regards to admission is that their hostel capacity is bigger than that of the school capacity. The hostel capacity is 1 200 learners, while the school capacity is 640 learners. The hostel is currently accommodating 591 learners.

One hostel in the Omusati region, stated that due to the floods that they experience during the rainy season, it is therefore not possible for learners to commute from home, and the hostel would therefore accommodate all affected learners in the hostel, including those that are living within the 5 km radius. Another reason is the internal arrangements within the school to accommodate all grade 12 learners in the hostel for proper guiding and monitoring of their studies with the intention to achieve great performance of learners.

Effect

If the 5 km policy is not adhered to, this means that the learners that can commute from home and with no other social problems will be accommodated in the school hostels and this could result into overcrowding. Apart from overcrowding, the dependency on government for food, water and electricity as well as other hostel administration costs will escalate every year. In addition, all other learners who qualify as priority for admission will be deprived from being accommodated.

2.1.3.2 Admission and exemption procedures

The Hostel guide stipulates that:

- a) The superintendent must verify that all parents have in fact made application for their children and that the application forms concerned have been completed.
- b) All application forms are then submitted to the admission committee of that particular hostel. After being approved by the admission committee, the admission committee is responsible for the admission.
- c) The admission committee should consist of the following members:
 - The principal of the school
 - The superintendent of the hostel
 - A member of the School Board tasked with hostel matters.

In all five regions visited it was observed that decisions regarding hostel admissions are taken by superintendents as the principal's involvement in the hostel matters is minimal. In addition to that, 50% of the visited hostels had no selection committee, no school board and no application forms for the hostels for all three (3) financial years under review.

The auditors learned through document analysis that the forms for application for exemption were not attached to the applications for hostel and therefore are not made available to parents who cannot afford to pay hostel fees and the hostel development fund for their children. In Khomas region, two hostels tried to apply for the OVC exemption but could not get the response from the Ministry as they do not adhere to the application due dates. As a result they experience a challenge with admitting OVC in the hostel and they try accommodating them without the Ministry's approval.

In the Kavango region, one hostel did not identify the OVC and the San learners who could not afford to pay hostel fees could therefore not be exempted from paying hostel fees for the past three financial years under review. The superintendent informed the audit team that they started applying for exemption as from 2012 and during the time of the audit they were still waiting for feedback from the Ministry. One hostel in the Kavango region indicated that only the San community is exempted from paying the hostel fees, while another hostel indicated difficulties in following the exemption procedure as they do not have a school board and their selection committee is inactive.

In the Erongo region, the school principals' involvement in the hostel administrations is minimal even though the hostel guide requires every principal to be the member of the selection committee and should be involved in the hostel matters. One hostel does not have hostel application forms in place and therefore most of the admission procedures cannot be followed. The application for hostel due dates were not adhered to and learners already admitted in the hostels did not re-apply every year at two of the visited hostels.

The school hostels in the Erongo region were not following the exemption procedures. One of the contributing factors to this is the fact that the application form for exemption is not attached to the application form for hostel. Some school hostels instead request parents who cannot afford to pay hostel fees to do some work for the school in exchange for their child's hostel fee while some hostels exempted learners without applying for exemption and approval. The hostel officer informed the auditors that application for exemptions do not reach her office, however, she indicated that she is aware that there are some learners who are not paying hostel fees but without exemption from the Ministry.

In 2010, the hostel officer wrote letters to school hostels to identify the OVC and those learners who cannot afford to pay hostel fees. That year, the school hostels applied for the exemption thereof. At one of the visited hostels, both the school principal and the superintendent were new (six (6) weeks) and they said they were still familiarizing themselves with the procedures. At the time of the audit the superintendent was not in possession of the learner's statistics in the hostel due to the fact that there was no proper handover. As a result, he could not assist the learners who cannot afford to pay hostel fees such as OVCs to apply for exemption as he was not in possession of the supporting documents which are required when applying for exemption.

In the Omusati region, both school hostels visited indicated that they do not have a problem with the exemption procedures and they do receive the Treasury Authorization to exempt learners who cannot afford to pay for hostel fees.

In the Otjozondjupa region, the exemption procedures are not followed correctly as exemption forms are not attached to application forms and applications are not submitted on time. The hostel officer informed the auditors through interviews that about 50% of hostels in this region do not have application forms for hostels; which was also confirmed by documents reviewed. One hostel did not receive any application for exemption for the past five years while in another hostel learners were exempted without the approval for exemption by Treasury. The rest did not receive approval from

Treasury to exempt them during the 2010 financial year. This discouraged the parents who cannot afford to pay hostel fees to apply for exemption.

One of the superintendents in the region indicated that they experience problems with the parents who want their kids to be exempted from paying hostel fees immediately but did not apply in advance. This is due to the fact that hostels do not submit the applications for exemption on time.

The audit conclude that if the selection committee is inactive or does not exist at all, this leads to ineffective admission of learners to hostel and prolong the exemption procedures as the school board is not readily available to make recommendations for learners to be exempted. This implies that needy learners are not given the opportunity to stay in the hostels and have no equal access to education.

Furthermore, if the application for exemption is not attached to the application form for admission in the hostel, parents and guardians who cannot afford to pay for hostel fees will not be aware that they can apply for exemption and therefore, they will be discouraged to apply for hostel accommodation for their kids even though they are faced with circumstances that can negatively affect the studies or forced them to drop out of school if they cannot commute from home.

2.1.3.3 Essential and non-essential boarders

The hostel guide stipulates that only personnel working in the kitchen with food and essential staff staying in the hostel may receive meals when on duty. The hostel staff in Khomas and Otjozondjupa region indicated that they do receive hostel meals even if they are not on duty. One of the hostels visited in the Khomas region added that some supervisors even demand uncooked food for the days that they were absent. This results in government spending more on food and the learner's not getting enough food.

Another deviation that the auditors observed at the hostels visited in the Otjozondjupa and Erongo regions was that the dependents of essential boarders including the spouses to the supervisors and kids over the age of 6 years were not paying hostel fees. The hostel guide requires that they should pay hostel fees for staying in the hostel. In addition to that, the non-essential boarders were not paying hostel fees at some of the visited hostels in Khomas, Kavango, Erongo, Otjozondjupa regions as well as the Omusati region. Some of the reasons given for not paying the hostel fees are that the regional office could not determine how much to charge the non-essential boarder due to the differences in structures of the non-essential boarder houses.

In the Khomas region another challenge pointed out by the school hostels is that the non-essentials boarders have no maximum number of years to stay in the hostel and as a result some non-essentials boarders have been living in the hostel for more than 15 years. The supervisors stated that they do not know how to tell these boarders to move out of the hostel as there is no clear procedure or guideline in place regarding that issue. They also indicated that it is very difficult to control the movement of non-essentials boarders and their visitors as the hostel superintendents have no power to do so.

The audit concluded that the Government is not recovering the required money from the dependents of essential boarders and the non-essential boarders staying in the hostel whilst they are benefiting from resources such as water, electricity and other facilities in the hostel.

2.1.3.4 Suspension of learners from the hostel

In all regions, the hostels indicated that they do suspend learners from the hostel for misconduct but they feel that the channel of suspension is too long. Therefore, hostels follow different rules when it comes to learner's misconduct.

2.1.3.5 Others

Khomas

At one of the visited hostels, foreign students were paying normal fees like Namibian citizens while the guide says that they must not benefit from government subsidized hostel. The superintendent indicated that he was not aware of that guideline.

Erongo

One of the superintendents indicated that the challenge they face is that when the supervisors are not carrying out their duties as expected. The procedures to release the supervisors from their responsibilities are cumbersome and takes about a year.

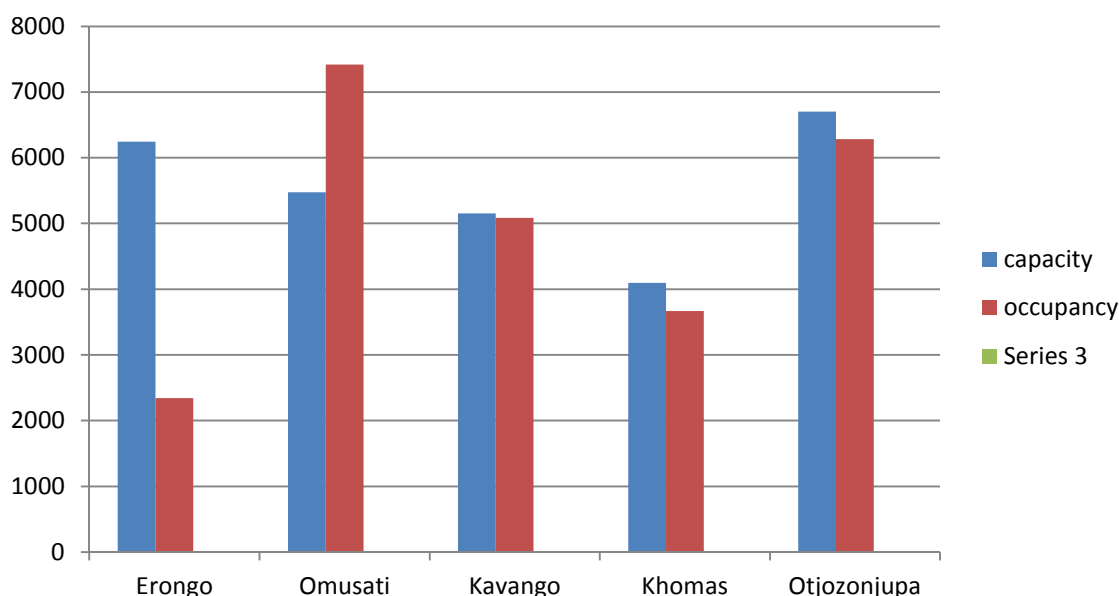
Omusati

From the document reviewed, the audit team learned that supervisors and superintendents are not staying in the hostels for all the three years under review, even though the hostel guide requires that there must be at least someone near the learners in case of emergency and also to ensure proper supervision of learners. The superintendent gave the reason during hostel observations that the available accommodation is not conducive for them to live in.

Otjozondjupa

One of the superintendents expressed his concern when it comes to learners out weekends. The San learners are brought from different areas to the school hostel by different authorities but during out weekends, nothing is being done to assist these learners to go and return back safely. It was stated that these learners walk for up to 30 km from the hostels and back during such out weekends.

Graph1 shows the hostel capacity and occupancy for the 5 regions.



The information presented on the graph above is the statistics of the Ministry of Education, but the auditors observed that this is not the true reflection of the hostel capacity and occupancy statistics. The hostel capacity in this table is inclusive of the unoccupied blocks and rooms that are dilapidated and not fit for learners to live in. This means hostels are more overcrowded than what is illustrated on this graph.

2.1.4 The AG recommended that a survey should be carried out on the effectiveness of the 5 km policy

The Inspector of Education informed the auditors through interviews that no survey has been carried out to assess if the 5 km policy has been effective. It was established that there is still confusion on how to determine who to accommodate in the hostels. According to documents reviewed and interviews carried out with superintendents, principals, inspectors and hostel officers in visited regions, it was indicated that it is a challenge to implement the 5 km policy and any other admission procedures because of the following reasons:

- Parents prefer to have their children in the hostel and they provide false addresses to secure accommodation in the nearby hostel or take their children to another town in order to secure accommodation and benefit from government subsidized hostel;
- The learner's preferred field of study is not available in schools nearby; and
- The grade eleven learners who, were not admitted at the school of their choice because of limited space.

The auditors concluded that the Ministry is aware that the 5 km policy is ineffective and nothing is being done to address this issue. If no action is taken to rectify this challenge, the Hostel division will continue to experience overcrowding in the hostel and Hostel administration cost will be going up every year.

2.1.5 The AG recommended that disciplinary action should be taken on any principal, superintendent or hostel inspector wrongly implementing the five-kilometre policy

At all schools visited within the regions, the auditors could not establish through documents or through interviews whether any disciplinary action was taken against any principal, superintendent or inspector who wrongly implemented the 5 km policy. The reasons for such is due to the absence of regular checks by either the hostel officers, inspectors or regional directors who should ensure that all the guidelines and procedures as outlined in the hostel guide are fully implemented.

2.1.6 The AG recommended that hostel inspectors should carry out inspections at hostels at regular intervals in order to assess the work of superintendents and supervisory teachers

2.1.7 Hostel inspectors should ensure that all the guidelines and procedures as set up by the hostel guide are fully implemented by superintendents. The hostel division should regularly check if the rules and regulations are being conformed with

Omusati

Inspection reports could not be provided to the auditors as the hostel officer did an inspection last in 2010 but not to access the work of supervisors and superintendent as per recommendation. Inspection was not carried out in this regard for all the three financial years under review. The clerical assistant who is acting as hostel officer, informed the auditors through interviews that they are moving from inspection of hostels and focus on giving training to superintendents, supervisors and institutional workers in the region.

Khomas

According to interviews with the hostel officer, inspections are supposed to be carried out once a term but it's not happening as such.

Erongo

The inspector for Erongo region is new in the position and has only visited schools within his circuit for an introduction. No inspection reports have been provided to auditors by the Regional Office. The hostel officer informed the auditors through interviews that the inspections were supposed to take place once a term but this is not happening due to transport problems as well as other problems.

Otjozondjupa

According to interviews the hostel officer and the inspectors indicated that they did not carry out inspections since 2009. The hostel officer informed the auditors that the reason why they did not visit schools for inspection was because they were giving induction courses for hostel superintendents. He added that they travelled during 2010 to all hostels to address the issue of overtime but they did not assess the work of supervisors and superintendents.

Okavango

Inspection reports could not be provided to the auditors by the regional office. The inspector informed the audit team that there is no effective co-ordination of hostel activities either by the regional office and therefore the inspections were not carried out. The hostel officer indicated that inspections were supposed to be carried out three times a year but it is not happening due to budget limitation.

2.1.8 The AG recommended that the development of own admission criteria's by the superintendents and principals should be submitted to the Regional Director for approval

From document reviews and interviews with different hostel staff, the audit team established that only 50% of the admission criteria from the hostel guide were being implemented. The hostels also developed their own criteria such as:

- admit learners who are able to pay hostel fund fees;
- admit learners from Windhoek only;
- admit only learners from certain schools;
- admit on a first come first serve basis;
- admit only learners who live more than five kilometres from that particular school; and
- learner's behaviour (applicable only to learners who are already boarders at a hostel).

Khomas

All the five visited hostels do not submit their own admission criteria to the regional director for approval. Any other matters concerning admission of learners in the hostel are not communicated to the regional office.

Kavango

All four visited hostels did not submit their own admission criteria to the regional offices for approval. For example: One hostel decided to accommodate all grade 10 learners in the hostel for proper teaching and guiding learners but this decision was not submitted to regional office for approval. Another hostel made internal arrangements not to accommodate grade 1 and 2 learners because they are very young and there is no day care matron due to a lack of accommodation.

Erongo

The hostel officer informed the audit team that all the schools that have their own admission criteria do not submit them to the regional office for approval.

Omusati

The internal arrangements to accommodate the grade 12s while the grade 11s need to find accommodation elsewhere, is not submitted to the regional office for approval.

Otjozondjupa

There are several own admission criteria at hostels visited. One of the hostels visited, admitted the learners based on performance and the other one was based on learner's behaviors. Another one does not accept grade 12 first timers. These admission criteria are not submitted to the regional director for approval. This was also confirmed by the hostel officer that school hostels do not submit own admission criteria to the regional office for approval.

2.1.9 The AG recommended that the superintendents should ensure that hostels provide the necessary services to all boarders as required by the hostel guide

Essential services that are provided in the hostels are accommodation, food, cleaning and laundry facilities, as well as supervisory services.

According to the hostel guide each boarder is entitled to his/her own bed and mattress as well as a locker. There must be sufficient ventilation and light in the dormitories. The bathrooms, toilets, showers and urinary must be functional and kept free of chemical deposits.

The following information is based on information obtained from observations during fieldwork as well as document review.

Hostels across the country are in a bad condition and some of the hostels have been declared unsuitable for human habitation by the Ministry of Health. Thirty percent (30%) of the hostels were closed, leaving learners unable to access education and/or seeking unsafe accommodation while forty percent (40%) of the hostels were very dilapidated.

The most problematic areas are:

- Lack of electricity;
- Inadequate renovation and maintenance;
- Non-functional or blocked sewerage system which is a health hazard;
- Learners safety in the hostels; and
- Hostels are overcrowded, the situation that force learners to share beds and lockers.

2.1.9.1 Condition of hostel visited in the Khomas region

Condition of hostels



Figure 1 illustrates broken lockers



Figure 2 illustrates broken windows

Three out of five ($3/5 = 40\%$) hostel visited, dormitories were found to be in a good condition and learners were provided with most of the necessary services. Minor renovation was done to the dormitories including toilets and showers which were renovated on the dates of the visits.

One of the three hostels that were in good condition closed down ten (10) years ago due to vandalism as it was unfit for human occupation. After the hostel was closed, it was then occupied by street kids and cases of rape and theft were reported at the school premises. Renovation of this hostel has started in 2011 and it was in the final stage during the time of the audit. Staff members for this hostel are appointed and finished with the in-service training. At the time of the audit, the girls hostel was in a very good condition, with only one window broken. There were strict rules at this hostel and everything was in order. The hostel superintendents complained about the quality of mattresses provided to the hostels, saying they are too thin and worn out too fast.

Two out of five ($2/5=40\%$) hostel dormitories were not in a good condition. One hostel had 15 unoccupied rooms as they were not fit for learners to live in. These rooms were dilapidated; there were no doors or lockers to store learners clothing and only 10% of the floor had tiles. This situation was as a result of high vandalism. The windows, beds, lockers and doors were broken in occupied rooms and some rooms had no doors at all.

At one of the two hostels, the ceilings were not sealed after installing geysers but the geysers were still not working. At the same hostel the showers were flooded, and the situation was worse at the boy's hostel. The showers were damaged and could not close properly so the water was leaking.



Figure 3 illustrates the condition of the hostels



Figure 4 illustrates a broken door

2.1.9.2 Condition of hostel in Kavango region

The superintendents in all four hostels visited indicated that, they place essential inventory orders through the regional office if there is a need. All four hostels visited, indicated that their learners are sharing lockers. This is due to lack of space in the blocks to place these lockers, others because they were not provided with lockers as the old ones are vandalized. One hostel was facing the shortage of both lockers and beds as their orders were not being delivered, until the superintendent had to collect the stock with a personal vehicle. Another hostel raised the issue of safety. The hostel windows was built without burglar bars and the Ministry of Works was not responding to their job card requests. At the same hostel, the superintendent informed the auditors that their sewerage system does not pump water out and that has resulted in drain blockage as can be seen in figure 5.



Figure 5 illustrates drainage water due to block sewerage

The school hostel also makes use of the unpurified water for consumption from the river and this has led to bilharzia illness to learners.

Two hostels had light problems, as one indicated that they do not have light bulbs as the Ministry of Works stopped providing them with bulbs, and therefore they have to purchase bulbs from the Hostel Development Fund even though it was not sufficient to cover all their needs. In the other hostel there were no lights in the dining hall at the time of the audit and the learners had to eat dinner in the dark.

At one hostel, San learners were sleeping in tents with no proper beds and lockers and the learners made use of pit latrine toilets which were in a very bad condition and at one hostel the situation was worse as learners made use of bushes.



Figure 6 illustrates sleeping tents for San learners



Figure 7 illustrates tents inside for San learners



Figure 8 illustrates pit latrine for San



Figure 9 illustrates outside view of the pit latrine condition for San



Figure 10 illustrates pit latrine condition for San learners

There were leaking pipes and taps in the showers and washrooms in most of the hostels.



Figure 11 illustrates broken basins and taps



Figure 12 illustrates a broken shower tab with leaking water throughout

The matron and superintendent indicated that the situation illustrated in the figures has been like that for long.

2.1.9.3 Condition of hostels in Erongo region

Learners were provided with beds and mattresses in all four (4) hostels visited in the Erongo region, eventhough some were complaining about the quality of the matrasses as they were very thin which was also confirmed by the auditors during their observation.



Figure 13 illustrates thin mattress that are doubled/tripled by learners

At one hostel, old lockers were vandalized and the new lockers joints were made of plastic and can be easily removed as observed by the auditors. This results in learners vandalizing the lockers as they were trying to commit theft.



Figure 14 illustrates new plastic locker joints



Figure 15 illustrates new lockers being tempered with

Auditors also observed that one block was burned down. Toilets were in bad condition at $\frac{3}{4}$ of the hostels visited and there was water leaking heavily in the showers and laundry rooms at the time of the visit.

At $\frac{1}{4}$ of the hostels visited the girls, dormitories were found to be functional as the boys' dormitories were closed as it was dilapidated. At the time of the visit, 6 teachers, the inspector with his wife and two kids, a secretary, and one traffic officer among others were accommodated in dilapidated boys' dormitories without any payments made.

Furthermore, the auditors noted that $\frac{2}{4}$ of the hostels experienced electrical problems in terms of the lights not functioning properly within the dormitories as at the time of the audit. This has resulted that the learners cannot study at night within their dormitories as the hostels do not have a study hall.



Figure 16 illustrates the Electrical problems



Figure 17 illustrates no bulb and no supply of electricity in the dormitory

The dormitories were vandalized, and there was a sewerage blockage at one of the hostels. At another hostel within the same region, both old and new beds and mattresses were scattered outside the dormitories.



Figure 18 illustrates vandalized locker



Figure 19 illustrates vandalized door at dormitory

2.1.9.4 Condition of hostels in Omusati region

The superintendent at one of the two hostels informed the audit team during the interviews that the matron assists with the stock count, but they experienced overcrowding and as a result learners were forced to share lockers. The room capacity was 8 learners but there were 14 learners staying in one room.

The hostel was built in 1999, and still in good condition, with only the old paints that was peeling off the walls at the boys' hostels. At the time of the observation the drainage system was out of order and the boys' hostel was flooded.



Figure 20 illustrates condition of learners sharing beds

The girls' hostel was clean but few toilets were not flushing and some showers were not closing properly.

At the second hostel visited in Omusati, the boys' hostel was overcrowded, the room capacity was 8, but accommodating 14 boys and they were sharing 2 build-in lockers. The showers were not in good condition and urinary bucket was leaking. Mattresses were enough but thin in terms of quality.



Figure 21 illustrates thin mattresses

2.1.9.5 Hostel condition in Otjozondjupa

According to the regional director, upon her visits to two different schools in her region she indicated that the smell was unbearable in the hostels. The learners were sleeping on pieces of mattresses while the new stock of mattresses was kept in the storerooms. At another hostel the director indicated that parents were requested by the school to pay N\$ 100.00 for a child to be given a mattress.

The director indicated that she did not know where the school got that policy from. According to interviews and auditors observations, learners were sleeping on the floor at one of the hostels and there were no lockers. The superintendent indicated that it was a challenge for him as he was informed not to place orders for beds, mattresses and lockers, but he must wait to be supplied with such. The hostel officer informed the auditors during observations that the learners' beds and mattresses were available but not delivered, while learners were sleeping on cold floors or on a bed without a mattress.



(a)



(b)

Figures 22(a) & (b) illustrate learners sleeping on the floor

Only two toilets were functional in the girls' hostels and the school is not provided with toilet paper. Learners were forced to use bushes and turn to mattresses as they were not provided with toilet paper.

The director's interview was confirmed through observation of one of the hostels visited. Learners were not provided with lockers in the hostel and the small boys of grade 1 to grade 4 were sleeping on the floor without mattresses. Other grades slept on pieces of mattresses or on a bed without a mattress at all.



(a)



(b)



(c)

Figures 23(a), (b) & (c) illustrate a tree that fell on hostel block

One block for the boys was closed at the time of the visit as a tree fell on top of the block.

Only one block of the boys is being used now and boys from that block were now accommodated separately in one of the girl's block. The boys' dormitories were very dilapidated and they needed major renovation. The girls' blocks were in a better condition even though they were also sharing the old lockers. The hostel was over capacitated as its capacity was 401 learners and it accommodated 600 learners.

At another hostel the school superintendent and the principal informed the auditors that learners' security was their main concern. The school was not in a safe area as it was situated in the middle of the location. There was no proper fencing, but they received palisade as a donation from a Netherland college. An attempted rape case was reported on the hostel premises as well as theft of school and hostel properties. The beds were enough for the learners at the two of the visited hostels and one (1) learner was sleeping on more than three mattresses.



Figure 24 illustrates an unsafe hostel without fence

Learners were sharing lockers and lockers were vandalized and unlock-able. 80% of the rooms had no lights as electrical sockets were removed and dormitories and wires were outside which constitute a safety hazard.



(a)



(b)

Figures 25(a) & (b) illustrate vandalized lockers and condition in the hostel

The learners removed the light bulbs and connected the radios and cellphone charger adapters. 90% of the showers, toilets and urinary buckets were not functional and dilapidated. It was evident that there is lack of supervision at this hostel.

One of the hostels appointed three (3) institutional workers as supervisors and four (4) supervisory teachers. The superintendent informed the auditors that institutional workers were doing a good job compared to the supervisory teachers and most of their blocks were clean and learners were well behaved. At the same hostel only girls were provided with mattresses but boys were told to bring their own mattresses because some mattresses were stolen from the hostel. The lockers were very old with no doors and they were never replaced since the year 1973. The girls' rooms were clean and well organized.

There was a blockage at the boys' laundry room and the water drained outside the block. Cattle and sheep were drinking from the water outside the block in the hostel premises during the time of the audit. The hostel fence was broken and there was no security guard and therefore both people and animals could enter the hostel premises anytime which constitutes a safety hazard to learners.

2.1.9.6 Kitchen

In the Erongo region the kitchen was clean and all the equipment was functional. The superintendent further indicated that there are shortages of food as caterers do not deliver as per the order but they prepare the food as per the prescribed menu.

They have been cooking with a gas stove with only one hotplate functioning properly and it takes time but they received the electrical stove recently. The menu was changed completely, and the superintendent confirmed that they hardly follow the prescribed menu due to food shortage which they blame on caterers.



Figure 26 illustrates a hot plate used to cook meals for learners

The kitchens were kept clean at two hostels and food was prepared as per the prescribed menu. The other two hostels changed the menu, one was due to food shortage and the other one had to change the menu because the fridge to store food such as fish which has to be kept under a certain temperature was not working.



LUNCH		DINNER	
1. 1/2 Chicken	12.00	1. 1/2 Chicken	12.00
2. 1/2 Beef	12.00	2. 1/2 Beef	12.00
3. 1/2 Pork	12.00	3. 1/2 Pork	12.00
4. 1/2 Fish	12.00	4. 1/2 Fish	12.00
5. 1/2 Lamb	12.00	5. 1/2 Lamb	12.00
6. 1/2 Mutton	12.00	6. 1/2 Mutton	12.00
7. 1/2 Rabbit	12.00	7. 1/2 Rabbit	12.00
8. 1/2 Turkey	12.00	8. 1/2 Turkey	12.00
9. 1/2 Duck	12.00	9. 1/2 Duck	12.00
10. 1/2 Goose	12.00	10. 1/2 Goose	12.00
11. 1/2 Pheasant	12.00	11. 1/2 Pheasant	12.00
12. 1/2 Quail	12.00	12. 1/2 Quail	12.00
13. 1/2 Partridge	12.00	13. 1/2 Partridge	12.00
14. 1/2 Grouse	12.00	14. 1/2 Grouse	12.00
15. 1/2 Snipe	12.00	15. 1/2 Snipe	12.00
16. 1/2 Woodcock	12.00	16. 1/2 Woodcock	12.00
17. 1/2 Plover	12.00	17. 1/2 Plover	12.00
18. 1/2 Curlew	12.00	18. 1/2 Curlew	12.00
19. 1/2 Sandpiper	12.00	19. 1/2 Sandpiper	12.00
20. 1/2 Widgeon	12.00	20. 1/2 Widgeon	12.00
21. 1/2 Pintail	12.00	21. 1/2 Pintail	12.00
22. 1/2 Mallard	12.00	22. 1/2 Mallard	12.00
23. 1/2 Goldeneye	12.00	23. 1/2 Goldeneye	12.00
24. 1/2 Tufted Duck	12.00	24. 1/2 Tufted Duck	12.00
25. 1/2 Gadwall	12.00	25. 1/2 Gadwall	12.00
26. 1/2 Coot	12.00	26. 1/2 Coot	12.00
27. 1/2 Grebe	12.00	27. 1/2 Grebe	12.00
28. 1/2 Loon	12.00	28. 1/2 Loon	12.00
29. 1/2 Booby	12.00	29. 1/2 Booby	12.00
30. 1/2 Albatross	12.00	30. 1/2 Albatross	12.00
31. 1/2 Pelican	12.00	31. 1/2 Pelican	12.00
32. 1/2 Stork	12.00	32. 1/2 Stork	12.00
33. 1/2 Heron	12.00	33. 1/2 Heron	12.00
34. 1/2 Egret	12.00	34. 1/2 Egret	12.00
35. 1/2 Ciconia	12.00	35. 1/2 Ciconia	12.00
36. 1/2 Ibis	12.00	36. 1/2 Ibis	12.00
37. 1/2 Spoonbill	12.00	37. 1/2 Spoonbill	12.00
38. 1/2 Noddy	12.00	38. 1/2 Noddy	12.00
39. 1/2 Booby	12.00	39. 1/2 Booby	12.00
40. 1/2 Albatross	12.00	40. 1/2 Albatross	12.00
41. 1/2 Pelican	12.00	41. 1/2 Pelican	12.00
42. 1/2 Stork	12.00	42. 1/2 Stork	12.00
43. 1/2 Heron	12.00	43. 1/2 Heron	12.00
44. 1/2 Egret	12.00	44. 1/2 Egret	12.00
45. 1/2 Ciconia	12.00	45. 1/2 Ciconia	12.00
46. 1/2 Ibis	12.00	46. 1/2 Ibis	12.00
47. 1/2 Spoonbill	12.00	47. 1/2 Spoonbill	12.00
48. 1/2 Noddy	12.00	48. 1/2 Noddy	12.00
49. 1/2 Booby	12.00	49. 1/2 Booby	12.00
50. 1/2 Albatross	12.00	50. 1/2 Albatross	12.00

Figure 27 illustrates a menu example

In the Otjozondjupa region the stove runs on diesel whilst the gas stove were out of order. The school experiences the challenge to get the diesel to the school as there is no transport and some people steal the diesel from the kitchen. There are no burglar bars and learners steal the food from the kitchen. The pets were visible in the kitchen. The cooks do not have uniforms and they indicated that the uniforms which they currently have were old.

The food was prepared as per the prescribed menu in Otjozondjupa region.

The food theft in the Karas region was high in previous years and therefore the hostel installed an alarm system at the kitchen to minimize the food theft.

Most of the kitchen equipment and facilities at the hostels visited in the Khomas region were in good condition and functional

2.1.10 The AG recommended that there must be communication and co-ordination between principals and superintendents during regional admissions of grade 11 learners into schools

The AG also recommended that the need for, and the availability of accommodation should be taken into account during regional admission of grade 11 learners into schools

Khomas region

The auditors visited five (5) school hostels and found that two (2) out of the five (5) hostels did not admit the grade 11 learners and therefore no communication is required between the school and the regional director as they only take in grade 8 learners in their hostel and keep them in the hostel until they are grade 12. It was further explained that each year as the grade 12 hostel learners complete their school career and are out of the hostel, the hostel then makes provision for new grade 8 intakes for the following school year. The auditors were informed by other two (2) school hostels that they do communicate and make reservation of ten (10) places for grade 11 learners each year.

The auditors also noted that two (2) school hostels indicated that they do not take the availability of accommodation into consideration at the intake of the grade 11 learners whilst the other two (2) stated that they do only take in grade 11 learners when there is space available in the hostel.

Erongo region

The auditors were informed that there is communication and co-ordination between the school principals, the superintendents and the regional office at the intake of the grade 11's at all the school hostels visited.

The regional office did the placement but accommodation for the grade 11 learners were never a problem in Erongo region as the auditors observed that all the visited school hostels were not overcrowded.

Kavango region

All four (4) hostels visited indicated that there is communication and co-ordination between principals and superintendents during regional admissions of grade 11 learners into schools. Some even announce on radios about the application and availability of hostel accommodation.

A superintendent at one (1) of the hostels stated that their challenge is that the feeding school learners only apply in the month of January and are being admitted on the first come first serve basis. This is normally unplanned for and it results in hostel capacity being exceeded with fifteen (15) learners.

The auditors also noted that one (1) hostel indicated that they do not experience problems with accommodation availability as their hostel capacity is bigger than that of the school capacity.

Another school hostel has only up to grade 10, but the school committee does not consider availability of accommodation in the hostel. They always experience excess as the parents approach the school searching for accommodation. The San are accommodated in tents and use pit latrines.

Omusati region

Interviews indicated that the availability of accommodation was not taken into account during the regional admission of grade 11 learners into schools. When learners from feeding schools apply for grade 11, there was no space on the form that indicated whether they needed accommodation as well. The regional office forwards all the names to the schools where learners apply for grade 11 without taking into consideration the availability of accommodation in the hostel. When learners apply for grade 11, they indicated their field of study i.e science or commerce. When there was no more space for science at Ruacana Secondary School, these learners will then be placed as far as Mwaala Secondary School where there is space for them in the school but not in the hostel. This resulted in that these learners try to rent small rooms near the schools or stay with strangers. During the rainy season, when the river is flooded, the school was forced to accommodate learners which lead to overcrowding of the hostel.

Otjozondjupa

None of the schools visited in the region indicated communication problems between school principals and superintendents.

2.2 Distribution of services and facilities: National level – MOE

2.2.1 The AG recommended that subsidized laundry services should be terminated in all secondary school hostels

Subsidized laundry service was terminated on all secondary school hostels visited in all regions for all the financial years under review.

2.2.2 The mandate for levying hostel fund fees should be enshrined in the education legislation and should be supervised by the school board with annual financial reporting to the Ministry of Education. This should be done in order to limit the use of the financial position of parents as a determinant of admission into a hostel

The Chief Inspector informed the audit team that the school development funds are not enshrined in the education legislation and the schools do not report to the Ministry as per the Auditor-General's recommendation. He added that the school development fund fees are voluntary contribution by the parents and therefore the school hostels use the fees to purchase other necessities that the Ministry could not provide.

2.2.3 The AG recommended that a renovation needs assessment should be made for each region. A plan must be developed for the renovation of each hostel

From interviews and document reviews, it was established that there are no renovation need assessments in the regions and hostels do not have renovation plans. The school hostels report the problems when it occurs but less is being done regarding the renovation and maintenance of school hostels. The Ministry failed to sustain the old hostels that were built as far back as 1975. The reasons provided for inadequate maintenance and renovation for is that funds are limited.

2.2.4 The AG recommended that the community involvement should be encouraged

Khomas

At all the schools hostels in all regions visited the auditors were informed that they do experience problems of engaging parents in school activities as parents do not even show up at parent meetings. Business people help a lot with cleaning and donating things to schools but not for the hostels. Parents also contributed by paying the hostel development fund.

2.2.5 The AG recommended that vandalism should be investigated thoroughly and culprits be punished severely

Khomas

All the schools visited in Khomas indicated that if the learners break something they repair it by informing their parents first. When the damage is too serious or in case of repetition learners got suspended from the school hostels.

Erongo

The school hostels have the same rules when it comes to vandalism. If the culprit is identified, he/she pays for the damage. If the culprit is not known, everyone that stays in that room pays for the damage. Sometimes they suspend the culprit if the case is too serious and report it to the police. Some schools also suspend the culprits for about two weeks and report the matter to the school board. Pupils were expelled from one of the visited hostel in 2012 who was drunk and broke the door. The parent fixed the door and the hostel did not take the pupil back.

At one of the school hostels, they currently have cameras installed to monitor learners' movements in order to make the investigation easier. The hostel officer indicated that vandalism can only be prevented when there is proper supervision in the hostel. When the supervision is weak, it will be difficult to identify the culprits. The hostel officer suggested that other people should be appointed as supervisors instead of teachers who have other responsibilities that make them neglect supervision.

Kavango

The hostel officer informed the audit team that vandalism is a major concern, especially where supervision is not strict or where principals are not involved.

There are rules at all school hostels visited in the Kavango region. The culprit is first identified, and based on the nature of vandalism, they either suspend the learners from the hostel and pay the damage or inform the parents to replace/pay for the damage. If the culprit is not known, all learners that are staying in that dormitory are required to repair or pay for the damage.

Omusati

Learners try to steal other learners' food and money and as a result lockers are vandalised. They are held responsible for what they break together with their parents. Vandalism cases took place at one (1) of the hostels visited during the grade 10 and 12 exams. They vandalised most of the hostel facilities and stole other learners' belongings. This matter was investigated and the culprits were identified and punished accordingly.

Otjozondjupa

Vandalism is a problem especially in the hostels without proper supervision. Lack of supervision leads to culprits not being identified, but when the culprits are identified, they pay for the damage. The hostel officer suggests that to avoid vandalism, the superintendents or supervisors must be 24 hours in the hostel. It was stated that this is not possible as the supervisors and superintendents are both fulltime teachers. This statement was also supported by one of the principals who recommended that institutional workers must be appointed as supervisors or people from the outside should be appointed to ensure proper supervision.

The audit concludes that the hostels with proper supervision managed to identify culprits and punished them accordingly but at school hostels with poor supervision, the culprits could not be identified and no one was held accountable for vandalizing government properties.

2.3 Human Resources Management

2.3.1 The AG recommended that guidelines for the maximum number of essential boarders per staff quarter should be developed and be part of the hostel guide

The guidelines for essential boarders per staff quarters have been developed and they are part of the hostel guide.

2.3.2 The AG recommended that the hostel division should eliminate hostel staff identified as in excess and unproductive

The guidelines for maximum number of staff per quarters have been developed at the time of the audit. The education inspector informed the auditors during interviews that the Ministry transfers the staff to other hostels where they might be needed.

2.3.3 The AG recommended that specified hours of work for superintendents and supervisors should be set within the framework of the hostel guide and be monitored by hostel inspectors

The hostel guide of 2004 sets out the duties and duty schedule and also stipulates that the superintendents arrange duty times for all hostel staff and not the specified hours of work. The auditors observed that the timetables are set by supervisors and superintendents. The monitoring thereof is conducted by superintendents without the involvement of the hostel officers.

2.4 Utilization of hostel capacity

2.4.1 Communication between hostel inspectors and regional directors of the seven educational regions regarding the availability of accommodation in their regions should be strengthened in order to make best possible use of all available accommodation countrywide

2.4.2 Educational planners should take the geographical location at which a school or hostel is to be built into consideration when determining the hostel capacity and the classroom capacity required

The educational planners confirmed that they considered geographical location at which the school hostel is to be built after having determined the hostel and classroom capacity.

According to documents reviewed, four hostels have been built in the Omusati region, one hostel in the Otjozondupa region and one in the Kavango region at the time of the audit.

CHAPTER 3

Recommendations

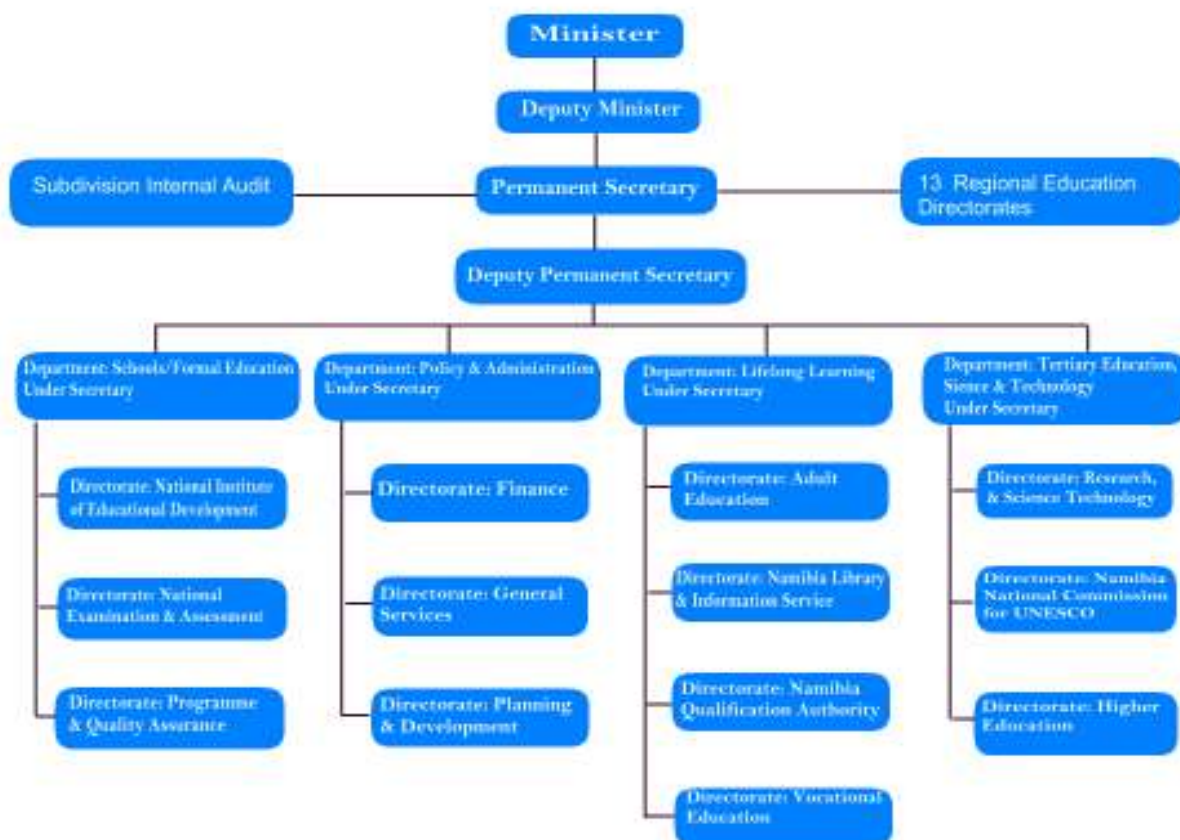
1. The survey on the effective implementation of the 5 km policy should be carried out in order to ensure that only learners who are in serious need of accommodation are accommodated in government hostels.
2. School principals and superintendents should follow the admission procedures in the hostel guide, and any other admission criteria that the hostel may come up with should be submitted to the regional office for approval.
3. The inspectors/hostel division through inspections should ensure that all the guidelines and procedures as outlined in the hostel guide are fully implemented by hostel officers, principals and superintendents.
4. The school hostels should ensure that dependents of essential boarders and the non-essential boarders fill in application forms prescribed in the hostel guide in order to ensure that there is no escape from paying hostel fees.
5. Superintendents and hostel officers should ensure that learners are provided with the necessary services and that learners are living in a safe and homely environment.
6. Strict supervision of hostel learners should be strengthened in order to reduce vandalism and to ensure that culprits are identified and held accountable.
7. Hostels should try to follow prescribed menu in order to ensure that learners are provided with necessary nutrition.
8. Plans to sustain school hostels through adequate maintenance and renovation should be addressed as a matter of urgency.
9. The Ministry should monitor and enforce payment of school hostel fees.
10. The Ministry should consider revising the hostel guide.
11. The OVC should be identified in time in order to be accommodated in the hostels.
12. Communication between hostel inspectors and regional directors of all the regions regarding availability of accommodation should be strengthened in order to ensure placement of learners who are in need of hostels.
13. The Ministry should ensure that San learners are not only accommodated in the tents.

Annexure 1

Application of hostel rules in the different regions

	Challenge to implement 5 km policy	Application forms	Exemptions form	Essential Borders	Non - essential borders
Khomas	Yes		Not attached to hostel application form	Dependents , spouse and kids over 6 years not paying hostel fees	No payment received No limited
Kavango	Yes	No hostel application forms		Dependents , spouse and kids over 6 years not paying hostel fees	No payment received
Erongo	Yes	No hostel application form	Not attached	Dependents , spouse and kids over 6 years not paying hostel fees	No payment received
Omusati	Yes		No problems experienced	Dependents , spouse and kids over 6 years not paying hostel fees	No payment received
Otjozondjupa	Yes	50% not supplied with hostel application forms	Not attached	Dependents , spouse and kids over 6 years not paying hostel fees	No payment received

Structure





REPUBLIC OF NAMIBIA

MINISTRY OF EDUCATION

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13 February 2014

The Auditor General
 Private Bag 13299
 Windhoek

Dear Mr. Kandjeke

**CONTRIBUTIONS ON THE DRAFT PERFORMANCE AUDIT FOLLOW-UP
 REPORT ON THE ADMINISTRATION OF GOVERNMENT SCHOOL
 HOSTELS**

1. EXECUTIVE SUMMARY: Page 1-3

Paragraph 4, page 1

- The Auditor General is kindly requested to provide the Ministry of Education (MoE) with the specific recommendations not implemented for further action.

1.1. Specific findings from the follow-up report: Page 1 and 2

- Issues brought under the findings are addressed in the Hostel Administrative Guide for Government School Hostels. The Ministry will develop a circular that will enforce the policies, guidelines and procedures for the effective management and administration of Government School Hostels in Namibia. This circular will also address, guide and direct the implementation of recommendations made in the AG report.

Specific finding: 5

- This finding does not solely fall under the MoE. Without adequate budgetary provisions from the Ministry of Finance (MoF), the MoE is unable to allocate

Page 1 of 7

enough funds for renovations. Currently, funds used for renovations are from the Education Sector Training Improvement Programme (ETSIP) funding. (See attached annexure A).

- The Ministry of Works (MoW) has the responsibility to ensure that maintenance issues of government buildings are attended to.

Specific finding: 11

- The issue has been attended to by the Kavango Directorate of Education. (Please see attached detailed reports from the Kavango region).
- The MoE will develop a circular that will enforce the policies, guidelines and procedures for the effective management and administration of Government School Hostels in Namibia. It will also address, guide and direct the implementation of recommendations made in the AG report.
- This issue is dealt with in the Hostel Administrative Guide for Government School Hostels in Chapter 4, under 4.3. (**The Admission of Hostel Learners**).

1.2. Conclusions: Page 2

- The enforcement of the Hostel Administrative Guide for Government School Hostels in Namibia with a circular, will address issues raised under the conclusions.

1.3. Recommendations: Page 2 and 3

Recommendations: 1, 2, 3, 4, 5, 6, 9, 11 and 12.

- All these recommendations will be addressed in a circular. Circulars are used to enforce the policies, guidelines and procedures for the effective administration and management of Government School Hostels in Namibia. The circular will also enforce the implementation of recommendations made in the AG report.
- Regions will be expected to report on the progress made at the annual Hostels and Namibia School Feeding Programme (NSFP) workshop. Full reports are submitted to Head Office. MPAT will verify the compliance to these recommendations and circular by visiting regions.

Recommendation: 7

- The Ministry has a Catering, Monitoring and Evaluation Committee (CMEC) appointed by the Permanent Secretary of Education to oversee the compliance of the Catering Supply Agreement. Any non-fulfillment, or failure to maintain in place any of the items specified in Clause 6.1 (**Obligation of Caterer**), and/or if the Tenderer fails to prove its compliance with Clause 11 (**Non-performance and breach of**

contract), shall entitle the Ministry to act in calling upon the issuer of Performance Bond, to honor such, upon its presentation.

- The CMEC is also entitled on behalf of the Ministry to demand and recover any compensation which may be tendered and make any determination it deems fit.

Recommendation: 8

- This recommendation regarding the upkeep of infrastructure is not solely the responsibility of the MoE. Without sufficient budgetary provisions the MoE is unable to allocate enough funds for renovations. Since 2008 to 2012, N\$ 15 000 000 is shared yearly per learner proportions in hostels by all 13 regions for renovations from the Education Sector Training Improvement Programme (ETSIP) funding. **(See attached annexure A).**
- The Ministry of Works (MoW) has the responsibility to ensure that maintenance issues of government buildings are attended to.
- The Ministry through its Planning and Development which is the custodian of infrastructures has reviewed the Maintenance policy and maintenance plan. The Ministry is also re-enforcing discipline and supervision as measures to address vandalism.

Recommendation: 10

- The Ministry has revised the Hostel Administration Guide in 2013 and is awaiting for approval by the Senior Managers/Management Policy Co-ordination Committee (MPCC).

2. CHAPTER 1 (INTRODUCTION): Page 4-5

2.1 Structure of the Ministry of Education: Page 5

- The new structure that was approved by the Public Service Commission in the Office of the Prime Minister in 2006, has changed. All Under Secretaries are now Deputy Permanent Secretaries.

2.2 Organisation of the division Inspectorate and Hostel structure: Page 5

- The former Caprivi region is now known as Zambezi region and the Karas is now known as the //Karas region.
- The management operations of Hostels have been decentralized to regions.

- Policy development, revision, implementation, Monitoring and Evaluation and management advice is dealt with by the division, Management, Programmes, Appraisal and Training (MPAT) and not as before, division Inspectorate and Hostels in the Directorate Programmes and Quality Assurance (PQA).
- The Divisions in the Directorate Programmes and Quality Assurance (PQA) are as follows:
MPAT-Management, Planning, Appraisal and Training
DATS-Diagnostic, Advisory and Training Services
DSPS-Division: Special Programmes and Schools
ASQA-Audit Standards and Quality Assurance
RIP-Research, Information and Publicity
NAS-National Advisory Services

3. CHAPTER 2 (FINDINGS): Page 6-27

3.1. Implementation of guidelines and procedures: Page 6-25

Finding 2.1.1 : Page 6

- Action is the same as on page 2 of 7 under recommendation 10.

Findings: 2.1.2; 2.1.3; 2.1.4; 2.1.5; 2.1.7; 2.1.8; 2.1.9 and 2.1.10: Page 6-25

- Action is the same as on page 2 of 7 under recommendations: 1;2;3;4;5;6;9;11 and 12.

Finding: 2.1.6.

- There are no more Hostel Inspectors in regions, this function has been delegated to Inspectors of Education who are also entrusted to carry out school visits in their circuits/regions.
- With the changes brought about by the Job Evaluation and Grading (JEG) many Hostel Officers are now re-graded as Senior Administrative Officers and Clerical Assistants as Administrative Officers. These Administrative Officers are leaving their jobs and are going back to teaching due to the re-grading of salary structures. The Administrative Officers are paid less than teachers with the same qualifications. Inspections of Hostels are therefore not being carried out at regular intervals as we would like them to because of the above reason amongst others. At the moment 5 of the 13 regions are without Senior Administrative Officers.

Finding: 2.1.9.

- This finding cannot be solely addressed by the MoE. Without adequate budgetary provisions from the Ministry of Finance (MoF), the MoE is unable to allocate

enough funds for renovations, provision of supplies, equipment and services. Currently renovation funds are provided from the Education Sector Training Improvement Programme (ETSIP) and not from MoF. (See attached annexure A).

- In addition, it is the responsibility of the Ministry of Works (MoW) to ensure that maintenance issues of government buildings are attended to.
- More money need to be availed for the provision of equipment, renovation and maintenance. In addition, stricter control measures should be enforced to vandalism of Government properties. This will be addressed in the circular that will be developed. (See also report from Kavango Education Directorate report that also addressed this issue of insufficient funds).

3.2. Distribution of services and facilities: National level-MoE: Page 25-27

2.2.2. Page 25

- The Education Act is under review. This recommendation will be forwarded for addition to the new Education legislation as recommended by the AG.

2.2.3. Page 25

- There is a need for the MoF to allocate more funds for adequate maintenance and renovation of Hostels. Even if renovation plans are drawn up, without adequate funds they will not be implemented. If funds are availed, then only will drawn up plans be implemented as per allocated funds.

2.2.4 and 2.2.5 Page 25-27

- Issues brought under the distribution of services and facilities are addressed in the Hostel Administrative Guide for Government School Hostels. The Ministry will develop a circular that will enforce the policies, guidelines and procedures for the effective management and administration of Government School Hostels in Namibia. This circular will also address, guide and direct the implementation of recommendations made in the AG report.

3.3. Human Resources Management: Page 27

- Human Resources Management issues are already addressed in the Hostel Administrative Guide for Government School Hostels. The Ministry will develop a circular that will enforce the policies, guidelines and procedures for the effective management and administration of Government School Hostels in Namibia. This circular will also address, guide and direct the implementation of recommendations made in the AG report.

3.4. Utilization of hostel capacity: *Page 27*

2.4.1 *Page 27*

- Communication issues are already addressed in the Hostel Administrative Guide for Government School Hostels. The Ministry will develop a circular that will enforce the policies, guidelines and procedures for the effective management and administration of Government School Hostels in Namibia. This circular will also address, guide and direct the implementation of the recommendations made in the AG report.

2.4.2 *Page 27*

- Education planners are already implementing the geographical location consideration when determining the hostel capacity and classroom capacity required. Even though this is being implemented, it can be strengthened if Inspectors of Education, Senior Administration Officers and Administrative Officers are continuously collaborating for this purpose.

4. CHAPTER 3 (RECOMMENDATIONS): *Page 28*

4.1 Recommendations: *Page 28*

Recommendations: 1;2;3;4;5;6;9;11 and 12

- Action is the same as on page 2 of 7 under recommendations: 1;2;3;4;5;6;9;11 and 12.

Recommendation: 7

- Action is the same as on page 2 of 7 under recommendation: 7.

Recommendation: 8

- Action is the same as on page 3 of 7 under recommendation: 8.

Recommendation: 10

- Action is the same as on page 3 of 7 under recommendation 10.

Recommendation: 13

- This issue is dealt with in the Hostel Administrative Guide for Government School Hostels in Chapter 4, under 4.3. **(The Admission of Hostel Learners).**

- The issue of the San learners has been attended to by the Kavango Directorate of Education. (Please see detailed report from the Kavango region).
- The MoE will develop a circular that will guide and improve the Administration of Government School Hostels in Namibia. The circular will also address, guide and direct the implementation of recommendations made in the AG report.

4.2. Annexure 1: Page 29

- The table is not clear as to what it is meant to address. We propose that the title be revised to give a clear indication of what the table is about as there is no link between the title and the table. Some columns are "blank" and the headings in the columns are not specific.

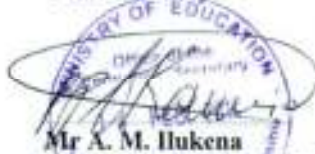
4.3 Annexure 2: Page 30

- The new structure that was approved by the Public service Commission in the Office of the Prime Minister in 2006, has changed. All Under Secretaries are now Deputy Permanent Secretaries.

More information will be forwarded to your office as soon as we get more contributions from the regions.

We trust that you find these contributions and comments useful.

Yours faithfully


Mr A. M. Ilukena
PERMANENT SECRETARY

14-2-2014
 Date



REPUBLIC OF NAMIBIA

MINISTRY OF EDUCATION

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Ref: 4/3/2

4 June 2013

**The Chief Regional Officers
ALL REGIONS**

Attention: The Director of Education
The Planners, Inspectors and Hostels Officers

FUNDS FOR RENOVATION OF HOSTELS THROUGH ETSIP FOR 2013/14

1. Funds are again allocated through ETSIP for the renovation of hostels in your region as per Annexure A for the 2013/2014 financial year. The allocation is based on the number of hostels as well as the number of learners in each region.
2. The allocated funds will be verimented to the Regional Council budget in due course for utilization by regions to renovate hostels. Hence, regions will get the bill of quantities, issue the orders and do the payments for identified hostels. Please prioritize your hostels which are in need of renovation within the allocated amount. The replacement of freezing/cooling facilities and cooking equipment (tilting frying pans, jacket oil pots and stoves) may be included as part of the renovations.
3. Since this is ETSIP money, regional directors are kindly requested to provide PQA with a full report on all renovations done through this allocation. Furthermore, you are kindly requested to ensure that the renovation projects are completed before 31 March 2014 in order to be paid within the current financial year 2013/14.
4. Your usual cooperation is highly appreciated.

Mr. Alfred M. Ilukena
PERMANENT SECRETARY



ANNEXURE A

ETSIP allocation formula for funds to the regions in FY 2013/2014

Currently, allocation and distribution is mainly based on % number of hostels and number of learners

Currently, allocation and distribution is mainly based on % number of learners and number of learners										Basis: allocation for 2013/2014 per Region		
Region	Number of Hostels			Number of learners per hostel								
	Allocation criteria	Number	% allocation Allocation Weight	Number	% allocation Allocation Weight	Number	% age Allocation 2%	Weight	% age Allocation 0%	Weight	15 000 000 amount INZ	15 000 000
					20%					100%		
Caprivi		8	3.02%	1154	0.63%	1	0.00%			3.62%	543 656	
Erongo		14	5.28%	2509	0.87%	0	0.00%			6.15%	922 374	
Hardap		19	7.17%	3625	0.91%	0	0.00%			8.08%	1 211 400	
Herero		21	7.91%	2671	0.92%	0	0.00%			8.85%	1 326 989	
Karas		15	5.66%	5330	1.84%	0	0.00%			7.50%	1 125 056	
Kavango		24	9.06%	3534	1.27%	0	0.00%			10.26%	1 541 489	
Khomas		21	7.92%	3462	1.88%	0	0.00%			9.80%	1 470 478	
Kunene		9	3.40%	4889	1.67%	0	0.00%			5.07%	760 526	
(Hangevans)		19	7.17%	6114	2.11%	0	0.00%			9.28%	1 392 068	
Omahenge		16	6.04%	7774	2.68%	0	0.00%			8.72%	1 308 215	
Osanaati		8	3.02%	4538	1.50%	0	0.00%			4.62%	692 996	
Oshana		11	4.15%	4100	1.42%	0	0.00%			5.57%	834 948	
Okavango		27	10.19%	6595	2.28%	0	0.00%			11.47%	1 869 805	
Total 2013		212	80.00%	37935	20.00%	1	0.00%			100.0%		15 000 000