



*Engineering Professions Association
Of Namibia*

**Young Professionals' Programme Bursary Scheme
Of The
Ministry of Works, Transport and Communication
Sponsored by Sida
1996/97 – 2004/05**

Closing Report

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Table of Contents

	Page
Table of Contents	i
Executive Summary	iii
1 Introduction.....	1
1.1 Purpose.....	1
1.2 Convention	1
2 Background	1
2.1 The Road Sector Reform	1
2.2 The Young Professionals' Programme	2
3 The YPP Bursary Scheme	2
3.1 Bursary Conditions.....	2
3.2 Agreement between the MWTC and EPA	3
3.3 Financial Administration.....	3
3.4 General Administration	4
3.5 Universities.....	6
3.6 Recruitment and Selection of Students	6
3.6.1 Recruitment of candidates	6
3.6.2 Selection of candidates for bursary awards.....	7
3.6.3 Results and experiences from the recruitment and selection processes	7
3.7 Results of the YPP Bursary Scheme	9
3.7.1 Output of Young Professionals	9
3.7.2 Students not completing their studies under the Scheme	10
3.7.3 Financial results	11
3.8 Initiatives to recover study debts.....	12
4 Some Conclusions from the Scheme.....	12
Appendix A	
Form of Bursary Agreement between MWTC and Student	
Appendix B	
YPP Bursary Scheme Agreement between MWTC and EPA	
Appendix C	
Example of Initial Administrative Instruction for the YPP Bursary Scheme	
Appendix D	
Example of Payment Instruction Form	
Appendix E	
Summary Table of Bursaries Awarded	
Appendix F	
Audited Financial Statements of the YPP Bursary Scheme for 1996/97 – 2004/05	

Abbreviations and Acronyms

CEO	Chief Executive Officer
EPA	Engineering Professions Association of Namibia
HIGCSE	Higher International General Certificate of Secondary Education
MWTC	Ministry of Works, Transport and Communication
RA	Roads Authority
RCC	Roads Contractor Company (Pty) Ltd
RFA	Road Fund Administration
Sida	Swedish International Development Co-operation Agency
YPP	Young Professionals Programme

Executive Summary

The Ministry of Works, Transport and Communication (MWTC) in the early 90's embarked on a reform of the road sector with a view to achieving improved efficiency in the sector with regard to both the management and funding of the national road network. The reform was substantially executed through a project of the MWTC, named "the MWTC2000 Project", which by April 2000 had achieved the establishment of the Roads Authority and the Roads Contractor Company out of the operational components of the Department of Transport in the MWTC, and the Road Fund Administration as an entirely new institution for securing funding mainly for the national road network.

The MWTC had been experiencing a chronic shortage of engineers and technicians and it was foreseen that for a successful reform of the road sector, the shortage in these professions would have to be alleviated. As part of the strategy towards this end, the Young Professionals' Programme (YPP) was established under the auspices of the MWTC2000 Project, with funding for engineering study bursaries provided by the Swedish International Development Co-operation Agency, Sida, under the Namibian – Swedish Specific Agreement on Transport and Communication Sector Support.

The MWTC on 1997-02-11 concluded an agreement with the Engineering Professions Association of Namibia (EPA) for the management of the YPP Bursary Scheme, which EPA then managed during the financial years from 1996/97 to 2004/05 as part of EPA's Bursary Fund Trust, into which the Swedish funds were paid directly.

The total intakes of students from 1997 to 2000 resulted in bursaries being awarded as follows, with regard to affirmative action criteria:

Black Namibian women	5
Brown Namibian women	2
White Namibian women	3
Black Namibian men	13
Brown Namibian men	2
White Namibian men	<u>11</u>
<u>Subtotal Women</u>	<u>10</u>
<u>Subtotal Men</u>	<u>26</u>
<u>Total</u>	<u>36</u>

The above figures include one student who was awarded a bursary for post-graduate studies in transportation economics. Therefore, 35 bursaries were awarded for engineering studies.

With the aforementioned intakes of students, the Scheme has substantially succeeded in alleviating the shortage of young civil engineers in Namibia, by producing 23 graduate civil engineers in the course of seven years between 1997 and 2004. The total cost amounted to N\$ 5 295 971, which averages to about N\$ 230 000 per graduate. This cost includes the irrecoverable losses incurred on students that dropped out of the Scheme.

Not taking into account a number of students who were awarded a bursary but who for various reasons never commenced their studies under the Scheme, drop-outs numbered only six. Considering the difficulty of engineering study, and the under-privileged background of many of the students, a ratio of 6 drop-outs to 23 successful students is regarded a remarkable success.

1 Introduction

1.1 Purpose

Between the financial years from 1996/97 to 2004/05, the Engineering Professions Association of Namibia (EPA) managed the Young Professionals' Programme (YPP) bursary scheme ("the Scheme") of the Ministry of Works, Transport and Communication (MWTC). The funding of the Scheme was sponsored by the Swedish International Development Co-operation Agency, Sida, under a Specific Agreement on Transport and Communication Sector Support to the Government of the Republic of Namibia. The bursary scheme was managed within EPA's Bursary Fund Trust, into which the Swedish funds were paid directly.

During the course of its operation, the Scheme assisted 23 young engineers to graduate at South African universities, and a transport economist to pursue post-graduate studies.

With this report, the Scheme is brought to conclusion. The report provides some background to the Scheme's rationale and establishment, presents an overview of its management, and summarises the Scheme's input of financial resources and its output in terms of young graduate professionals. Finally, some conclusions and lessons from the Scheme are presented.

1.2 Convention

As a matter of convention, the word "bursary" has been used throughout this report, although the word "scholarship" has also been variously used in documentation relating to the Scheme. In traditional use, a "scholarship" is awarded on the basis of scholarly achievement, where "scholar" traditionally refers to a person with an academic degree, and not to a school pupil, as were most of those to whom bursaries were awarded.

2 Background

2.1 The Road Sector Reform

In the early 90's, shortly after Namibian Independence, the MWTC initiated various activities towards a reform of the transport and communication sector so that the latter would be competent to meet the challenges confronting the newly established Namibian nation. These activities were financially supported by the Government of Sweden under Specific Agreements on Transport and Communication Sector Support, with Sida as the channel for this financial support. A reform of existing road subsector arrangements, notably the funding and management of the national road network, became part of the overall sector reform, and was subsequently for convenience referred to as "the road sector reform". The latter was executed as from 1995 through a project of the MWTC, named "the MWTC2000 Project" after the aim of completing the reform by the year 2000, with its own dedicated CEO and staff establishment within the MWTC.

The MWTC2000 Project eventually led to the establishment, in April 2000, of the Roads Authority (RA) and the Roads Contractor Company (RCC) out of the operational components of the Department of Transport in the MWTC, and the Road Fund Administration (RFA) as an entirely new institution for securing funding mainly for the national road network.

Whilst the MWTC had in the past been chronically plagued by a shortage of engineers and technicians, it was foreseen that, after "breaking up" the MWTC into the RA and RCC, the future shortage in these professions would be exacerbated. The need for a strategy was thus perceived to address this future shortage, particularly for the MWTC and the new RA and RCC, but also to the benefit of Namibia as a whole. The strategy found expression in the Young Professionals' Programme, which was managed under the MWTC2000 Project, but recognised as a project on its own under the Namibian – Swedish Specific Agreements on Transport and Communication Sector Support.

2.2 The Young Professionals' Programme

After thorough consideration and consultation, taking into account future priorities, the availability of funds from Sida, and funds availed by Government and the private sector under their own respective bursary schemes, the decision was taken to focus the resources of the YPP on facilitating young civil engineers to graduate at South African universities. With the University of Namibia not yet being equipped to train civil engineers, it was decided that South African universities should be preferred on the balance of cost and educational quality considerations.

Around the middle of 1995, the MWTC2000 Project Office contracted the then head of the engineering faculty of the University of the Witwatersrand, Professor Robert McCutcheon, to investigate and make recommendations regarding the training of civil engineers in Namibia. One of the major recommendations was the need to urgently admit ten students with the required entry qualifications to be trained as civil engineers at a South African University, over a four-year period. Professor McCutcheon undertook to reserve ten places for Namibian civil engineering students at the University of the Witwatersrand. Discussions with Sida led to a pledge to fund the bursaries under a budget separate from and additional to that of the MWTC2000 Project, albeit within the overall ceiling amount of grants funds under the Specific Agreement.

With the funds pledged by Sida, the aim was thus initially set for the YPP to train 10 civil engineers, who would be contractually bound to work, after graduation, for the MWTC or any of the newly established institutions, at the discretion of the former and in consultation with the latter. Eventually, in view of the evident success of the programme, Sida agreed in subsequent years to increase its funding for bursaries.

In view of the anticipated administrative workload involved in the management of the bursaries and the need for mentoring the students, the MWTC, after consultation with Sida, approached EPA to undertake the management of the bursary scheme. At that stage, EPA was already in the process of establishing a trust fund under the name of "EPA Bursary Fund Trust", with the objective of receiving funds from various contributors for the purpose of providing bursaries for graduate studies in engineering at Universities, Technikons and similar educational institutions.

3 The YPP Bursary Scheme

3.1 Bursary Conditions

Students were on award of a bursary obliged to enter into a bursary agreement with the MWTC, which had been drawn up by the latter. A copy of the Agreement is attached in Appendix A. The Agreement essentially contains the following provisions:

1. The Ministry, through the bursary scheme, will:

- (a) pay full accommodation and tuition fees at the University;
- (b) pay, or reimburse, the cost of prescribed study books and other prescribed study materials and equipment;
- (c) pay the student a monthly allowance, during the official university study period, for miscellaneous expenses such as the cost of stationery and optional study materials;
- (d) pay for a maximum of 2 return flight tickets annually, as well as for connecting transport costs, between Windhoek and the university;
- (e) pay the deposit and application fees for a South African study permit; and
- (f) pay the annual premium for compulsory health care insurance.

2. The student is bound to work for the Ministry, after graduation, for one year for each year of bursary.

Further provisions exist for the Ministry to recover bursary funds from students who fail to comply with the provisions of the Agreement, and for the Ministry to oblige students to enter into an employment contract with one of the newly established road sector organisations, in consultation with the latter.

Bursaries were awarded for the full undergraduate study period of four years, as prescribed for the civil engineering degree course. If a student had to repeat a study year because of unsatisfactory academic performance, s/he had to do so at own cost.

3.2 Agreement between the MWTC and EPA

The agreement for the management of the YPP Bursary Scheme was signed between the MWTC and EPA on 1997-02-11. A copy is attached in Appendix B.

The Agreement does not provide for a specified duration, but may be terminated by either party with 60 days' written notice. EPA's administrative fee was agreed at 5% of disbursements made to students for their bursaries, payable half-yearly. Whereas the Agreement provided for fees to be reviewable annually, these have eventually in agreement between the parties remained unchanged over the whole period of the Agreement.

The Agreement provided for EPA to, broadly:

- (a) assist students with study permits and University admission;
- (b) pay for study and boarding fees, approved study materials, out-of-pocket expenses, monthly pocket monies and bi-annual return flight tickets for the students;
- (c) prepare disbursement requests to Sida for the payment of bursary funds into the Trust Fund;
- (d) maintain liaison with the involved Universities regarding students' progress, performance and welfare, and advise the Ministry accordingly;
- (e) provide mentorship as required, which included a facility for a mentor (professional engineer) to visit students at their universities three times a year, or as determined in consultation with the Ministry; and
- (f) assist with the arrangement of vacation work for students.

In accordance with the Agreement, funds were to be channelled through EPA's Bursary Fund Trust, a trust account held with the Trustee Branch of Standard Bank Namibia. However, due to delays in the establishment of the Trust, the initial funds availed by Sida in 1996/97 were handled through a bank account established in the name of EPA and Sida, and were reported in EPA's financial statements for the year ending in February 1997. The funds were transferred from the EPA/Sida account to the Trust account early in 1997, whereafter all funds were channelled through the Trust account and reported under the Trust's financial statements.

3.3 Financial Administration

The Standard Bank Namibia Trustee Branch, which managed the bank and investment accounts of the EPA Bursary Fund Trust, acted as one trustee, and EPA in addition appointed two trustees on its Council, being Messrs Fritz Jeske and Günter Seydack. All of these trustees remained in office for the whole duration of the YPP Bursary Scheme.

The manner, in which financial transactions were to be processed, was determined through Administrative Instructions issued by the trustees in terms of clauses 4 and 6 of the EPA Bursary Fund Trust Deed. A copy of the initial Administrative Instruction is attached in Appendix C. This was

amended from time to time as required to accommodate additional students. Financial transactions were authorised by means of Payment Instructions, of which a copy is attached in Appendix D.

Generally, the following procedure was adopted for payments to or on behalf of students:

- (i) the secretary of the EPA prepared a payment instruction to the Trustee Branch;
- (ii) the payment instruction was submitted for approval to and signed by both trustees appointed by EPA;
- (iii) the signed payment instruction was submitted to the Trustee Branch;
- (iv) the Trustee Branch executed the authorised financial transactions, either electronically or by cheque;
- (v) the transactions were entered into EPA's computerised accounting system for the Trust Fund, with a breakdown of costs per student; on this system, as well as in the Trust Accounts, separate accounts were kept for the YPP Bursary Scheme and for EPA's own bursary scheme;
- (vi) bank statements were obtained from the Trust Branch and reconciled with EPA's accounting records;
- (vii) EPA's reconciled accounting records were used to prepare the annual financial statements of the YPP Bursary Scheme;
- (viii) the annual financial statements were audited by Neuhaus & Co, which later became Grant Thornton Neuhaus;
- (ix) administrative fees payable to EPA were treated in a similar manner, except that the payment instructions were approved by the MWTC2000 Project Office.

Copies of the annual audited statements of the YPP Bursary Scheme have previously been provided to the MWTC and Sida over the years of operation of the Scheme. A full set of copies of audited financial statements for the financial years from 1996/97 to 2004/05 is attached in Appendix F.

3.4 General Administration

The general administrative work performed by EPA included the following:

- (i) Close co-operation was established between EPA and the MWTC2000 Project Office, particularly its HR officer, Mr Gerry Weeraratna. Budgets were prepared annually and submitted to the MWTC2000 Office to motivate funds transfers to the Scheme. Reports were submitted to the MWTC2000 Office on financial matters of the Scheme, and annual audited statements of the Scheme were produced.
- (ii) Medical aid cover for students, which was a prerequisite for obtaining study visas, was procured under a group scheme. One of the students was assisted in obtaining medical attention, special medical aid cover and donor assistance with costs, after having been diagnosed with diabetes. The group scheme was eventually wound down as students completed their studies.
- (iii) Contact was established with the SA High Commission in Windhoek and EPA obtained study permits and visas for the first intake of students. Thereafter, students mostly obtained visas on their own through the established contacts. The Bursary Scheme paid the repatriation guarantees for students, and eventually recovered these from the High Commission after students had finished their studies.
- (iv) Applications were made for travel documents for students, where necessary.

- (v) Initially, travel bookings were made for students as a group, including excess baggage. Eventually, with increasing experience and established students being able to advise new recruits, students were allowed to make their own bookings, and were paid a flat rate for travel costs.
- (vi) For the first intake of students, contacts and a mentorship programme were established at the Engineering Faculty of the University of the Witwatersrand. It was regarded as important to invest extra effort in ensuring the success of the initial intake of students, and build experience on that. Eventually, other students were allowed to study at other universities, and contacts were established with these, but none of these worked as well as the contacts with the University of the Witwatersrand. More flexible arrangements for paying bursaries came into effect in 2000, based on the experience gained and increasing trust in the established network among students to help each other in coping with the demands of university life.
- (vii) Initially, detailed arrangements were made for accommodation and academic matters of the first intake of students, obtaining and passing advice on to students on how to prepare for university life. After the first intake had successfully adapted, these were used as mentors for the next intake. Establishing group support for Namibian students was one of the main reasons for concentrating on one university (Witwatersrand) in the beginning.
- (viii) Bank accounts for students were opened in Johannesburg, into which their bursary funds were deposited as appropriate.
- (ix) Accounts were opened for students with a bookseller for study books and materials.
- (x) Consultations were held with universities regarding the annual re-registration of students; payment guarantees were issued; and in some cases special pleas were made to universities, in cases where students' progress was unsatisfactory.
- (xi) For the first intake of students, supplementary mathematics classes were arranged and paid from the scheme, when the first academic results showed some students to be weak in mathematics. Arrangements were also made for supplementary examinations, where necessary, and for the practical training of students at the University of the Witwatersrand as part of their study curriculum.
- (xii) The main issues arose due to changing requirements for study permits, ensuring the bank's correct and regular payments to students, universities' invoicing of students' accounts, medical aid scheme payments and proof of cover, and payments of students' book accounts. The latter was to some extent caused by students not complying with the rules laid down by MWTC2000/EPA on how these were to be utilised.
- (xiii) Study results of students were obtained from the respective universities. EPA assessed students' progress and advised the MWTC2000 Project Office on students that were performing unsatisfactorily and / or had not qualified for, or had discontinued, further studies. Recommendations were made concerning students from whom the MWTC should claim back bursary monies. It should be noted that claims against students could only be made by the MWTC, as the contracting party.
- (xiv) Recommendations were made to the MWTC2000 Project Office concerning students' requests for "extras", or on students' problems to be solved. Notably, this led to EPA motivating the purchase of personal computers for students from their second study year onwards.
- (xv) Motivation was submitted to the MWTC2000 Project Office concerning students intending to continue studying for a M.Eng.-degree at their own cost.
- (xvi) Parents' enquiries and applications concerning bursaries were handled by EPA, and were passed on to the MWTC2000 Project Office with recommendations, where necessary.

- (xvii) Regular notices were issued to bursary holders to inform them of arrangements, rules, and consultations with the MWTC2000 Project Office.
- (xviii) Annual meetings were held with students after the close of the academic year, to discuss progress, problems and further arrangements.
- (xix) EPA regularly assisted students with vacation work arrangements with the MWTC, and later with the RA and RCC.
- (xx) Students were provided with background information on the MWTC, RA and RCC, to allow them to decide on where to apply for work at the completion of their studies.
- (xxi) The various aforementioned organisations were informed of students that would become available for employment, and what information they should include in their offers to students. Form letters were drafted for the MWTC2000 Project Office.

3.5 Universities

For the reasons mentioned before, bursaries were awarded for study at South African universities only. For first-year students, bursaries were initially awarded only for study at the University of the Witwatersrand. However, since only nine qualifying first-year students could be recruited during the first intake, the remaining tenth bursary was awarded to a second-year engineering student, who was already studying at the University of Pretoria.

Eventually, bursaries were also awarded to students wishing to study at other universities, and these included (in accordance with students' free choice):

- Rand Afrikaans University
- University of Pretoria
- University of Stellenbosch

The reason for initially focusing students on one university only was mainly to achieve a "critical mass" of civil engineering students at one university, which would ensure Namibian students obtaining special attention and guidance from University staff, and to provide focused mentorship to a group of students that could at the same time also support each other. In retrospect, it can be stated that this strategy doubtlessly paid off, since the academic staff at Witwatersrand were very helpful in resolving the numerous academic hitches that eventually occurred, and the administration of bursaries of students at this university caused the least problems of all. Administrative co-operation from universities where only one or two Namibian students were studying generally proved to be tedious.

3.6 Recruitment and Selection of Students

3.6.1 Recruitment of candidates

The MWTC initiated the recruitment programme, with assistance from EPA, to select candidates for the awarding of bursaries. The recruitment process was as follows:

- Publication of newspaper advertisements;
- Visits to schools, which offered the HIGCSE curriculum, in and around Windhoek to discuss the bursaries with Headmasters, principals and career guidance teachers at these schools;
- Faxing of the advertisements to all secondary schools in the country offering the HIGCSE curriculum;
- Requests to UNAM to identify students in first and second year B.Sc.-degree courses, whose qualifications might equate to university entry requirements for South Africa;
- Other higher education institutes, such as the Rössing Foundation and TUCSIN, were also approached to identify suitable candidates;
- EPA issued a circular to members to assist in the identification of candidates; and
- Contact was made through informal channels with Namibian students studying at technical colleges in South Africa.

3.6.2 Selection of candidates for bursary awards

The selection process was designed to, in respect of the recruited candidates:

- Validate their credentials;
- Test their suitability for undergraduate education;
- Assess their personality and seriousness of ambition to become civil engineers;
- Assess their leadership and academic potential;
- Evaluate their skill levels of communication in English; and
- Evaluate their personal and family backgrounds.

Apart from the aforementioned, the selection criteria included:

- Academic performance;
- Compliance with Government's policies on affirmative action and gender balance; and
- Financial privation of the student and his/her parents.

The selection was performed by a selection committee, on which EPA was represented. The selection process included psychometric testing of candidates by a trained psychologist, recruited by the MWTC2000 Project Office, and personal interviews with candidates. Interviews with the first intake of candidates were led by Professor Yunus Ballim of the Engineering Faculty of the University of the Witwatersrand, providing the selection committee with an opportunity to acquire skills in interviewing future candidates.

The final award of the available bursaries for the year ahead was made by the Selection Committee on the basis of all the available information, to those students who on balance possessed the highest merit in relation to the selection criteria.

3.6.3 Results and experiences from the recruitment and selection processes

In the case of the first intake of students, launched in 1996 for the academic year 1997, in excess of 100 applications were received, of which only 29 were regarded as possibly able to match university entry requirements. These were subjected to further scrutiny, and all of them were interviewed.

Following the interviews, only 17 candidates were regarded as meeting the prerequisites and having the potential for engineering study, and these were consequently subjected to psychometric testing. Finally, only 9 students passed the selection process. To fill all 10 available bursaries, it was decided to offer a bursary to a promising female engineering student entering her second-year at the University of Pretoria.

Due to the success of the programme, Sida eventually increased its funding for the YPP Bursary Scheme, allowing further intakes of students to be recruited in 1998 and 1999. The last intake was one promising second-year engineering student in 2000, due to funds that became available after drop-outs from previous intakes.

The experience of the first intake was largely repeated in subsequent years. Overall, the recruitment of students qualifying for the award of bursaries severely brought home the message of an education system incapable of producing a significant pool of school leavers with the prerequisite qualifications for engineering study.

The students who were offered bursaries under the Scheme are tabulated below, by year of intake, being the academic year as from which they were offered the bursary. It should be noted that the selection for the award of bursaries in each case took place towards the end of the year prior to the year of intake.

1997:

<u>No.</u>	<u>Surname</u>	<u>First Names</u>	<u>Education</u>
1.	Buys	Bruno Freddie	Grade 12
2.	Claasen	Bernadette Berenice	Grade 12
3.	Goldbeck	Uwe Karl	Grade 12
4.	Gonteb	Rianus Abel	Grade 12
5.	Gudde	Christian Rudolf	Grade 12
6.	Hasheela	Reino Tunomwaami	Grade 12
7.	Kandambo	Ruben Ueriraisa	Grade 12
8.	Scholtz	Ingrid-Heike	Passed 1 st year engineering
9.	Smith	Frederick Johannes	Grade 12
10.	Tjijendeke	Jaqueline	Grade 12

1998:

<u>No.</u>	<u>Surname</u>	<u>First Names</u>	<u>Education</u>
1.	Dax	Alvarez Basil	Grade 12
2.	Ekanjo	Imagine T	Grade 12
3.	Gelderbloem	Elzevir Wilbur	Grade 12
4.	Kafidi	Jonas Panduleni	Grade 12
5.	Kalili	Ngula Joseph	Grade 12
6.	Maritz	Estelle	Grade 12
7.	Richards	Dalene Luanne	Grade 12
8.	Sheefeni	Johannes P	Grade 12
9.	Smith	Anita	Passed 1 st year engineering
10.	Tjienda	Jeremia	Grade 12

1998: For M.Phil. (Transportation Economics)

<u>No.</u>	<u>Surname</u>	<u>First Names</u>	<u>Education</u>
11.	Simana	Angeline	B. Econ.

1999:

<u>No.</u>	<u>Surname</u>	<u>First Names</u>	<u>Education</u>
1.	!Gonteb	Larry	Grade 12
2.	Bartlett	Lyndon	Grade 12
3.	Chipeio	Analdina Rebeca	Grade 12
4.	Elliot	Terence Bertram	Grade 12
5.	Gaoseb	Frans Otto	Grade 12
6.	Heydenrych	Claus	Passed 2 nd year engineering
7.	Kapofi	Nehemiah Immanuel	Grade 12
8.	Kendal	Grant	Grade 12
9.	Khoeseb	Rodney Werner	Grade 12
10.	Klink	Heiko	Grade 12
11.	Rainey	Liam	Grade 12
12.	Rentel	Timo	Grade 12
13.	Uvanga	Andrea	Grade 12
14.	Van Wyk	Rheeder	Grade 12

2000:

<u>No.</u>	<u>Surname</u>	<u>First Names</u>	<u>Education</u>
1.	Hiveluah	Oshoveli Tuli	Passed 1 st year engineering

The total intakes from 1997 to 2000 resulted in bursaries being awarded as follows, with regard to affirmative action criteria:

Black Namibian women	5
Brown Namibian women	2
White Namibian women	3
Black Namibian men	13
Brown Namibian men	2
White Namibian men	<u>11</u>
<u>Subtotal Women</u>	<u>10</u>
<u>Subtotal Men</u>	<u>26</u>
<u>Total</u>	<u>36</u>

The above figures include one student who was awarded a bursary for post-graduate studies in transportation economics. Therefore, 35 bursaries were awarded for engineering studies.

3.7 Results of the YPP Bursary Scheme

3.7.1 Output of Young Professionals

The Scheme has substantially met its objective in that 23 of the 35 students to whom engineering study bursaries were awarded successfully concluded their studies under the Scheme. The successful students are tabulated below together with the date of completion of studies and the academic degree obtained.

Surname	First Names	Completion	Degree
Scholtz	Ingrid-Heike	1999	B.Sc. (Eng.)
Buys	Bruno Freddie	2000	B.Sc. (Eng.)
Smith	Anita	2000	B.Sc. (Eng.)
Smith	Frederick Johannes	2000	B.Sc. (Eng.)
Dax	Alvarez Basil	2001	B.Sc. (Eng.)
Gonteb	Rianus Abel	2001	B.Sc. (Eng.)
Hasheela	Reino Tunomwaami	2001	B.Sc. (Eng.)
Chipeio	Analdina Rebeca	2002	B.Sc. (Eng.)
Gelderbloem	Elzevir Wilbur	2002	B.Sc. (Eng.)
Heydenrych	Claus	2002	B.Sc. (Eng.)
Hiveluah	Oshoveli Tuli	2002	B.Sc. (Eng.)
Kapofi	Nehemiah Immanuel	2002	B.Sc. (Eng.)
Rentel	Timo	2002	B.Sc. (Eng.)
Tjijendeke	Jaqueline	2002	B.Sc. (Eng.)
Uvanga	Andrea	2002	B.Sc. (Eng.)
Elliot	Terence Bertram	2003	B.Sc. (Eng.)
Gudde	Christian Rudolf	2003	M.Eng.
Van Wyk	Rheeder	2003	B.Sc. (Eng.)

Surname	First Names	Completion	Degree
Bartlett	Lyndon	2004	B.Sc. (Eng.)
Goldbeck	Uwe Karl	2004	M.Eng.
Kalili	Ngula Joseph	2004	M.Eng.
Klink	Heiko	2004	B.Sc. (Eng.)
Rainey	Liam	2004	B.Sc. (Eng.)

By comparing the information in the table showing the year of intake of the aforementioned students with the information on the completion of studies, it is evident that some students required more than the prescribed four years of study until graduation. All such students had to carry the cost of the extra study year(s) at their own expense.

The students, who continued their studies up to the Masters level, did so at their own cost and with the MWTC's permission to extend their date of assumption of duties in terms of the bursary agreement.

3.7.2 Students not completing their studies under the Scheme

Of the 36 students to whom bursaries had been formally awarded, 13 did not complete their studies under the Scheme for a variety of reasons. In some cases, the bursaries had to be withdrawn soon after award, due to the student at a late stage not complying with a condition of the bursary. In most cases this was due to the fact that bursaries had to be awarded based on school examination results obtained before the final HIGSCE examinations, and the student then not achieving the expected results in the final examinations. In some cases, students withdrew from the bursary at a late stage, after having obtained another bursary that they deemed more favourable. Eventually, a number of students had to discontinue their studies due to inadequate academic performance.

The student, who had received a bursary for studies towards a Masters degree in transportation economics, assumed employment with the MWTC before having completed her studies under the bursary scheme. EPA was informed that she would continue her studies in the course of her employment, but was not informed of the final outcome.

The students who did not complete their studies under the Scheme are tabulated below, together with the costs expended and a brief note on the reasons for non-completion. Where only a low expenditure had been incurred, this was mainly for the payment of South African visa application fees, medical examination and repatriation guarantee. In some cases, students' travel costs to the University had already been paid, by the time that their failure to achieve matriculation exemption was notified. The situation regarding the recovery of costs is discussed in subsection 3.8.

Surname	First Names	Intake	Expended	Reason for non-completion
!Gonteb	Larry	1999	1 750.00	Failed matriculation exemption.
Claasen	Bernadette Berenice	1997	26 318.36	Poor first year results at University.
Ekandjo	Imagine T	1998	3 138.00	Failed matriculation exemption.
Gaoseb	Frans Otto	1999	49 726.47	Poor first year results at University.
Kafidi	Jonas Panduleni	1998	215 132.22	Poor study results in 2002.
Kandambo	Ruben Ueriraisa	1997	155 533.45	Poor study results in 2000.
Kendal	Grant	1999	1 678.00	No proof of Namibian citizenship.
Khoeseb	Rodney Werner	1999	28 807.67	Family problems & poor results in 1999.
Maritz	Estelle	1998	220.00	Withdrew from bursary scheme.
Richards	Dalene Luanne	1998	8 817.55	Poor first year results at University.
Sheefeni	Johannes P	1998	3 138.00	Failed matriculation exemption.
Simana	Angeline	1998	89 134.64	Bursary for M. (Transport Econ.) studies until 1999; to complete at own cost.
Tjienda	Jeremia	1998	1 750.00	Withdrew from bursary scheme.

3.7.3 Financial results

A synopsis of the financial results of the Scheme for the financial years (ending in February) from 1996/97 to 2004/05 is shown in the table below. This has been prepared from EPA's accounting system records of costs allocated to individual students, as shown in Appendix E, and the audited financial statements of the Scheme as attached in Appendix F.

Item	Total 1997 - 2005
Income	5 304 866
Grants received	5 018 210
Interest received	286 656
Expenses	5 295 971
Administrative fees – EPA	241 426
Administrative costs – General	216 637
Study expenses allocated to students	4 837 908
Balance @ year begin	0
Surplus/(Deficit) for year	8 895
Balance @ year end	8 895

The remaining balance of funds of the Scheme amounted to N\$ 8 895 as at February 2005.

This balance is reflected in the consolidated financial statements of the EPA Bursary Fund Trust for February 2005, as summarised below.

Consolidated Balance Sheet of EPA Bursary Fund Trust		
Current Assets	Feb. 2005	125 023
EPA Fund		36 695
<i>Receivables</i>	23 569	
<i>Cash</i>	13 126	
MWTC/YPP Fund		88 328
<i>Cash</i>	88 328	
Accumulated Funds		45 590
EPA Fund		36 695
MWTC/YPP Fund		8 895
Current Liabilities		79 433
EPA Fund		0
MWTC/YPP Fund		79 433
<i>Fees payable to EPA</i>	79 433	

The administrative fees payable to EPA are included as expenditure in the above synopsis of financial results of the Scheme, but have not yet been disbursed to EPA.

Since Appendix E provides a breakdown of costs expended for each of the 36 students that had been awarded bursaries under Scheme, this information is not repeated here.

3.8 Initiatives to recover study debts

Study debts, which were recoverable in terms of the bursary agreements between the students and the MWTC, arose in the first instance due to students not completing their studies. These are tabulated in subsection 3.7.2. In those cases where students were either unable to commence their studies after the award of bursaries, mainly due to poor final HIGCSE examination results, or had to discontinue their studies in the first year, EPA had generally recommended to the MWTC2000 Project Office that these study debts be “forgiven”. This recommendation was based on considerations of the financial privation of students to whom the bursaries had been awarded, the fact that costs of necessity had to be incurred before final HIGCSE were known (only in the year in which students had to commence studies), and the known high risk of failure in particularly the first year of engineering study. Also, the unused repatriation guarantees were recoverable from the SA High Commission. The aforementioned considerations applied to all but three of the 13 students that did not complete their studies under the Scheme.

Regarding two of the aforementioned three students, it is known that Mr RU Kandambo has entered into an employment contract with the RA, and Mrs A Simana with the MWTC. EPA thus assumes that the recovery of costs in these cases has become irrelevant. The only study debt to be recovered due to non-completion of studies would thus have been that of Mr JP Kafidi, amounting to N\$ 215 132.22.

In the second instance, recoverable study debts arose due to several students not complying with the bursary condition of taking up employment with the MWTC, RA or RCC (or, by extension, the RFA as a further parastatal of the road sector reform, although this was not specifically envisaged at the stage of awarding bursaries) for a minimum period of four years after graduation. EPA has for some time attempted to track the employment status of graduates of the Scheme, and the latest known information is shown in the table in Appendix E. Since the graduates’ employment status continuously changes, it is not possible to give a conclusive indication of study bursary monies that would be recoverable due to non-compliance with the bursary conditions. However, according to the latest information available to EPA, it appears that of the 23 graduates of the Scheme, no more than 11 are currently in the employment of the MWTC or one of the parastatals created under the road sector reform.

As it eventually turned out, the recommendations of EPA were of hypothetical value only, as the MWTC was not in a position to attempt the recovery of any study debts. Consultations on this issue between the MWTC and EPA led to the latter proposing that the Government, represented in this instance by the MWTC, should devolve its right of recovery of study debts to EPA, who would in turn deposit any recovered debts back into the Bursary Scheme, to be used for further bursaries. At that stage, EPA had also consulted with several of the defaulting students and their employers, and had concluded that realistic prospects for debt recovery existed. The MWTC approved the appointment of a consultant to be paid from the funds of the Scheme to prepare appropriate documentation, which was approved in principle by all relevant instances, including the MWTC, Sida, and the Ministry of Finance. The documents were finally submitted to the Office of the Attorney-General for the preparation of the legal text in early 2003. Until 2004, EPA continued with attempts to obtain the required legal text from the Office of the Attorney-General, but finally had to abandon its efforts, as by then the prospects of recovering any of the debts were judged to be too uncertain to engage in any attempts to do so.

4 Some Conclusions from the Scheme

The Scheme has substantially succeeded in alleviating the shortage of young civil engineers in Namibia, by producing 23 graduate civil engineers in the course of seven years between 1997 and 2004, at a total cost of N\$ 5 295 971. This averages to about N\$ 230 000 per graduate, which cost includes the losses due to expenditure incurred on drop-outs, which eventually could not be recovered.

Not taking into account the students who never commenced their studies under the Scheme, drop-outs numbered only six. Considering the difficulty of engineering study, and the under-privileged background of many of the students, a ratio of 6 drop-outs to 23 successful students is regarded a remarkable success.

Regarding the administration of the Scheme, the following is deemed notable:

- (i) Administrative problems with university accounts, book accounts, study permits, health insurance and banks have been pervasive; mostly attributable to bureaucratic unresponsiveness on the part of institutions that EPA had to deal with.
- (ii) In view of the aforementioned experience, EPA has found it tremendously beneficial in resolving administrative problems to have had personal contact with managerial staff in the engineering faculty and with specific administrative persons at the University of the Witwatersrand.
- (iii) Regarding the bursary scheme management agreement between EPA and the MWTC, EPA was able to perform with minimal bureaucracy due to the great extent of autonomy it enjoyed in managing the Scheme. A further substantial benefit was that EPA was mostly able to deal with, and have decisions taken by, only the MWTC2000 Project Office with its project-dedicated staff.
- (iv) EPA was furthermore very fortunate in having a dedicated secretary maintaining direct contact with the bursary students. This allowed EPA to promptly and sympathetically respond to administrative hitches and students' numerous problems.

The filing of students' contracts has posed a problem. With the contracts having been concluded between the students and the MWTC, the latter kept the originals of the contracts, but could eventually no longer trace them. On request of the MWTC, EPA then handed over the copies held by EPA, which again became untraceable. Subsequently, EPA was in some cases able to get students to sign a new copy, but in the case of several students, the original contracts as well as the copies have been irretrievably lost.

A reason for concern is that, in as much as the Scheme has succeeded in alleviating the shortage of young engineers in Namibia as such, a far lesser success was achieved in alleviating the shortage of engineers of the beneficiary bodies, for whom the Scheme had been established in the first instance. These bodies are mainly the MWTC, RA and RCC, although the RFA, which has recently received one of the graduates, could also be taken as one of the targeted beneficiaries.

EPA has confidentially interviewed some of the graduates that either chose to start working for a non-designated employer, or resigned from one of the designated employers before completing the contractual employment period. The two main problems identified were:

- More attractive remuneration offers from other employers, who were evidently also experiencing a skills shortage to the extent that they were prepared to make graduates better offers; and
- A working environment at the designated employers, which held no appeal to the graduates concerned. In this regard, it must be noted that almost all of the graduates had at some stage performed vacation work with one or more of the designated employers, and were therefore aware of the working environment at these employers.

A consolation remains that, to EPA's knowledge, all the graduates have thus far remained at the service of Namibia.

Appendix A

Form of Bursary Agreement between MWTC and Student

Appendix B

YPP Bursary Scheme Agreement between MWTC and EPA

Appendix C

Example of Initial Administrative Instruction for the YPP Bursary Scheme

Appendix D
Example of Payment Instruction Form

Appendix E
Summary Table of Bursaries Awarded

Appendix F

Audited Financial Statements of the YPP Bursary Scheme for 1996/97 – 2004/05