The Aggregate Demand and Supply of Teachers
DEVELOPMENT OF A COMPREHENSIVE HUMAN RESOURCES DEVELOPMENT PLAN AND IMPLEMENTATION STRATEGY FOR THE NAMIBIAN BASIC EDUCATION SECTOR

BACKGROUND REPORT

The Aggregate Demand and Supply of Teachers

Ministry of Education, Arts and Culture
GOVERNMENT OF THE REPUBLIC OF NAMIBIA

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The Human Resources Development Plan (HRDP) for the Namibian Basic Education Sector was developed by Research on Socio-Economic Policy (ReSEP), a research group attached to the Department of Economics at the University of Stellenbosch, South Africa, with financial, logistical and technical support from UNICEF Namibia. A word of thanks and appreciation goes to the research team, in particular Prof. Servaas van der Berg, Dr Chris van Wyk, Dr Martin Gustafsson and Dr Gabrielle Wills, who facilitated the development of the HRDP reports.

This project required considerable inputs from a wide range of people and institutions. The Ministry of Education, Arts and Culture thanks all of the Ministry officials and stakeholders at national and regional level who shared their insights and data for the development of the HRDP.

Finally, we thank our partner, UNICEF, for the support that made this vital project possible. UNICEF’s input and guidance towards inclusive, equitable and quality education for all children in Namibia, particularly the most vulnerable, are always greatly appreciated.
Enrolment rates in Namibian schools have progressively increased since Independence in 1990. The introduction of Universal Primary Education in 2013 and Universal Secondary Education in 2016 has further increased the accessibility of education. The growing demand for schooling in turn creates a need for sufficient teachers in terms of both numbers and specialised training. The report points to the need for teachers who are committed and able to be deployed to the country’s most remote areas. In the project reported on, there is a strong emphasis on post provisioning, meaning the system whereby teachers and other staff are distributed across public schools. The report presents an analysis of this issue, and offers solutions to the current problems.

There remains, however, a concern about the number of teachers being trained in national tertiary institutions, and the specialisations that they are currently undertaking. Also, research points to poor learning outcomes in both primary and secondary education. Learner performance in the sciences and English language remains poor across both of these levels. For example, only 28% of those who took the Namibia Senior Secondary Certificate Examinations (NSSCO) in 2016 received a D grade or higher in English, and only 45% received a D or higher in Mathematics. This poses a serious challenge for creating a new generation of well-qualified teachers, especially when it comes to training higher-level Maths, English and Science teachers.

The Ministry of Education, Arts and Culture requested technical and financial assistance from UNICEF for a comprehensive study of need, supply and demand in respect of human resources in the basic education sector. Research on Socio-Economic Policy (ReSEP), a research group attached to the Department of Economics at the University of Stellenbosch in South Africa, undertook the study to develop a *Comprehensive Human Resources Development Plan and Implementation Strategy for the Namibian Basic Education Sector*. This project entailed field research in six of Namibia’s regions (//Kharas, Khomas, Otjozondjupa, Ohangwena, Kavango and Omaheke), for the purpose of analysing trends in education, current outputs of the tertiary institutions, and the post-provisioning, training and recruitment processes. This report conveys the findings, and provides insight on the enrolment trends, current teacher numbers and attrition rates, and demand and supply in the future. It also examines post-provisioning and recruitment policies, and provides clear recommendations and a comprehensive implementation plan.

It is clear that Namibia faces a dramatic skills shortage in the basic education sector, and that multi-sectoral collaboration is needed to address the shortfall. A collaborative task force has been appointed to address the issues raised in this valuable report. I call on all stakeholders in education to support the Government in addressing the recommendations made in the report.

Katrina Hanse-Himarwa, MP
Minister of Education, Arts and Culture
Namibia’s 14 Regions

The HRDP fieldwork regions

[Map of Namibia’s 14 Regions]
As part of the background research for the Human Resource Development Plan (HRDP) and Strategy for Namibia, it became necessary to determine the orders of magnitude of the aggregate demand and supply research of teachers. This part of the research is reflected in this background report. It is not based on an exhaustive study, as that was not the brief of this research, nor does it deal with the even more difficult issue of matching the need for teachers by subject specialisation with the available supply. It also does not deal with the issue of geographic availability of teachers, something that was addressed by previous research by ReSEP for the Ministry of Education, Arts and Culture (MoEAC), with support from UNICEF. Thus, what is presented here is a brief attempt at assessing the situation regarding teacher needs and the likely supply of teachers. Undoubtedly a more thorough study is possible and would point to even more specific shortages, but what is presented below is already of such concern that it is more important to make this available as part of the current study, in order to allow the Ministry to immediately start giving attention to this vexing problem.
Section 2
Enrolment

2.1 Enrolment trends

The demand for teachers is largely determined by the size and age composition of the school-going population, and by the learner-teacher ratio. There are two sources of data for the school population in Namibia. The one is the Namibia Population and Housing Census (hereinafter just “Census”). The most recent Census was in 2011, but the 2001 Census was also used for this HRDP study. The other source is the Annual Education Census (AEC), the main data component of Namibia’s Education Management Information System (EMIS). The AEC is also referred to as the “EMIS data”, also in this report.

These two data sources are not in full agreement: there appears to be either an undercount in the Census (2011) or an overcount in the EMIS data (2011) of numbers of children at school, as shown in Figure 1 on the right, in which the EMIS numbers exceed the Census numbers for most ages. However, the patterns are similar, and the discrepancy is not very large. There are some incentives for schools and principals to over-report student numbers in the AEC, yet these incentives are not as strong as in some other school systems in the region, due to the way that post provisioning works in Namibia, and due to the fact that inspectors are closely involved in the AEC and verify most of the figures. Thus a Census undercount may be responsible for a bigger part of the discrepancy.

It is normal that there is some undercount in Censuses, but the Namibia Statistics Agency (NSA) does not adjust for this in its reporting on the Census, nor in the full Census data. In its report titled Namibian Population Projections 2011-2041 (NSA 2014: 49), the NSA allowed for an undercount by adjusting the Census numbers upwards by 3.5% for boys and 9.8% for girls aged 0-4, and by 2.4% for boys but 0% for girls aged 5-9. However, adjustments for undercount were made only for the age group under 10, which seems likely to leave some undercount unadjusted for and does not address the discrepancy between Census and EMIS numbers. It is also surprising that the NSA did not consider school enrolment numbers in calculating the undercount.

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1 It is possible that even if there is no undercount, households may report that children are not at school when in fact they are. However, this seems unlikely; error in this respect is more likely to lead to upwardly biased estimates, as households which misreport on school attendance are more prone to say that children are attending school when they are not.
A better estimate of the extent of the undercount can be obtained from comparing the Census finding of just over 724,000 children in the age group 5-19 against the United Nations Population Division (2012) estimate of 795,000 (i.e. almost 10% larger) for the previous year, 2010. Making provision for further growth of this age group between 2010 and 2011, it appears that the Census undercounted by about 11%.

The school enrolment trends largely reflect very stable rates of entry into school, grade progression, repetition and dropout, as earlier analysis from EMIS data also indicated. Indeed, there is agreement between EMIS numbers and the Census that school enrolment grew quite slowly between 2001 and 2011. However, in the 2011 Census in particular, there was uncertainty about interpretation of the question of whether people were ‘attending school’, because of confusion between forms of pre-school and school, and between formal schooling in Grades 1 to 12 and post-school education (university, Namibian College of Open Learning (NAMCOL), etc.). Thus the number captured as “attending school” before age 6 rose between the two Censuses from 0 to 6,072, and those older than 25 from 7,466 to 19,328. This probably also means that some of those in the age group 15 and older recorded in the Census as ‘attending school’ may in fact have been attending other forms of education or training. In the core school-age group, i.e. ages 6-15, where other forms of education and training are less common, the 2011 Census enrolment numbers were about 12% lower than the EMIS numbers, as against only 6% in the Census a decade earlier.

2 Despite there being a separate response category of “pre-primary” that could have been selected.
But both the Census and EMIS provide evidence of relatively slow growth in enrolment, at 12.0% and 7.0% respectively over a decade for the age group 5-25, and -0.7% and 6.2% respectively for the core age group 6-15. The Namibian education system has not grown much in numerical terms in recent years. Figure 2 indicates that there is still considerable scope for increasing the proportion of the population at school in every age group, and that, according to the two Censuses, there has not been much improvement in this regard in the decade between the Censuses.3

EMIS data show that for the cohort born in 1998, numbers (not proportions) in school at each age group were not higher for the cohort born in 1995, nor for the one born in 1990. It appears that after an initial strong expansion of school attendance after Independence (1990), there was a slowing or even a reversal. However, there may be deficiencies in the EMIS data, so it is useful to use the Census data as a second source of information. Figure 3 shows the proportion of the population born in different years who have achieved at least the grades indicated according to the Census of 2011. The top line refers to Grade 1, and can be taken as an indication of the population who attended schools, i.e. who completed at least one grade. (A very small number drop out before completing Grade 1.) As can be seen here, much progress has been made, but in the past decade this has slowed. But there has also been a slowing for all the other grades shown, i.e. Grade 7 (completion of primary school) to Grade 12.4

3 However, note again that the way this question is asked in the Census leaves some scope for misinterpretation and reduces comparability between the Censuses.
4 For the last three grades, there may still be some young people in the schools or at NAMCOL who may lead these proportions to rise later for this cohort.
2.2 Future enrolment

Future enrolment is likely to be affected by demographic trends, and also by possible changes in the demand for education amongst the population. There are two main sources of data on future population trends. The one that will be used here is based on the Namibian Population Projections 2011-2041 (NSA 2014), drawn up by the NSA with support from the UN and the US Census Bureau. An alternative is offered by the United Nations Population Division’s (2013) World Population Prospects.
Table 2 sets out the population numbers for the age group 6-18 from the NSA report for 2014 and various future years presented in that report, and the implied annual growth rates over these periods for this age group. It is apparent that, despite fertility declining, the growth in the school-age population is likely to accelerate. This is related to the changing age structures brought about by past patterns of mortality and fertility, and in particular by the decline in infant mortality. It is thus to be welcomed, but will have implications for planning school resource needs, and pertinent to this report, for the need for teachers.

Table 2: Projected population aged 6-20 for various years

<table>
<thead>
<tr>
<th></th>
<th>2011</th>
<th>2014</th>
<th>2015</th>
<th>2016</th>
<th>2021</th>
<th>2026</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population aged 6-18</td>
<td>709 101</td>
<td>735 124</td>
<td>744 009</td>
<td>754 588</td>
<td>820 450</td>
<td>908 161</td>
</tr>
<tr>
<td>Growth rate per annum (compared to previous year shown)</td>
<td>1.21%</td>
<td>1.21%</td>
<td>1.42%</td>
<td>1.69%</td>
<td>2.05%</td>
<td></td>
</tr>
</tbody>
</table>

Source: Estimated from NSA 2014: Namibian Population Projections

If access to education remains unchanged, one can expect enrolment to grow by about 41% over the next 20 years, or 1.8% per year.

To this should be added the likely effect of improved access to education. As indicated earlier, there is still considerable scope for improvement in school access at all ages, but on the other hand, the recent experience has been one of relative stagnation in access to school. Figure 2 reflects that 517 399 in the age group 6-20 were recorded as “attending school” in 2011, or about 72%, about the same percentage as in 2001. As indicated earlier, this may reflect confusion about what is meant by “attending school”. Be that as it may, it is unlikely that this figure will rise by more than about 8 percentage points to 80% in the next 20 years. This would imply a further addition to enrolment numbers, taking them to above 800 000 in 2031. Thus enrolment growth over the period is likely to be about 55% or just over 2.2% per annum over the next 20 years, with initial growth slower (because of initial slower population growth and the inertia in enrolment ratios.)

This has obvious implications for the need for teachers in Namibia. However, for the full picture it is also necessary to consider the effect of teacher attrition and teacher retirement. This is discussed in the next section.
3.1 Understanding current teacher numbers

The excellent state and long series of the EMIS data make it possible to determine a number of things about teacher employment, past and present. Figure 5 shows the current (2011) age structure of teachers. Smoothing was applied by using the moving average over 5-year cohorts at each age level. In 2011 ages and qualifications were recorded for 23,039 teachers, in 2012 for 24,660, and in 2013 for 26,993.

It is possible that the trough in the mid-30s age range in Figure 5 is due to women temporarily leaving the labour market and returning after childbearing. Indeed, comparison of Figures 6 and 7 (next page) of the numbers of teaching staff by age and gender in 2011 shows that this trough is especially noticeable for women; it is apparent in both the EMIS and the Census. However, the fact that the number of teachers aged in their mid-40 exceeds those at age 30 raises the question of whether some women who have never before been teachers enter the profession in their mid-40s.
Note that the classification used in the Census leads to a total number of teachers that is a little smaller than the total recorded in the EMIS, but the similar age patterns make clear that this classification is relatively accurate. (See Appendix for the classification of teachers in the Census 2011.)

However, further investigation in both the Census numbers and the EMIS confirm that it is a completely different phenomenon that lies behind the peak of the number of teachers in the mid-40s age group. A similar peak is apparent if one goes back 10 years in either the Census or the EMIS numbers, but that peak is for women in their mid-30s (see Figure 8). It appears that there was a large cohort of teachers entering teaching some two decades back. Further investigation of the EMIS from 1992 to 2012 makes apparent that what lies behind this was a great expansion of employment of teachers, especially women, in the period shortly after Independence (1990), followed by a strong slowdown of such appointments and then again a more recent expansion. So the net effect is that there is a bulge in the number of teachers in their 40s, with the result that retirement will affect the teaching force especially strongly in about 15 years’ time, i.e. around 2030.

To obtain an impression of the rate at which attrition and retirement is likely to occur amongst teachers, the age structure shown in Figures 6 and 7 is of great importance. If the age structure shown there is taken at face value, it would appear that far more teachers entered the profession some 20 years ago, when they were in their 20s, than is the case today amongst similar-aged individuals.
3.2 Estimating teacher retirement and attrition

The available data do not allow for any tracking of individual teachers and thus the possibility of determining how many teachers leave teaching in any given year, what their ages are, and whether any of them return to teaching. Also, some teachers who are appointed are temporary and unqualified teachers, and such teachers are likely to enter the teaching force at different ages, not only when they are young. This makes it quite difficult to use Census and EMIS data to track what is happening in terms of attrition, retirement and entry into the teaching profession. The closest one can get is to consider the experiences of different birth cohorts, which can give a perspective on how steep or flat the curves are reflecting the numbers remaining in teaching at different age ranges. Figure 9, for instance, displays the numbers of teachers born in five-year intervals from 1940 to 1985. As EMIS data have been collected for only slightly over two decades, it is not possible to track any birth cohort throughout their working lifetime. Also, because the numbers of teachers have been rising over time, lines showing younger birth cohorts tend to lie higher than older ones. The exception here is the cohort born in 1965, which lies higher than the others – a reflection of the aforementioned rapid expansion of employment of teachers shortly after Independence. Figure 9 also indicates that employment of teachers born in a particular year still rises to the age of late-20s or even mid-30s, but thereafter the curves tend to be flat or relatively slowly declining until teachers are in their late-50s.

The patterns that this reflects is of many teachers joining the teaching force late, which may be the result of either late completion of their studies or less-qualified people entering teaching at a somewhat later age, before after having sought other jobs; then, relative stability for most of their careers; and then retirement at about age 60. Attrition before retirement seems not to be great. However, this may be underestimated if some members of cohorts who leave are replaced by others from the same cohorts. There may even be a lot of churning (people moving in and out of teaching), but anecdotal evidence indicates that this is unlikely to be the case.

Figure 9: Numbers of teachers by age and selected birth year across all EMIS datasets
The patterns observed in Figure 9 can also be presented somewhat differently. Figure 10 presents a profile of the age structure of the teaching force that would apply over the long term if the median patterns of change between years of the same cohort over time is applied, and the population age structure is set to be 100 at age 30. The blue line shows it across all years, and the red line for the more recent years (median of last five years). The pattern emerging from this is as spelt out before: continuing late entry until age 30 or beyond, and then a gradual decline until reaching retirement age (usually 60).

Applying the rates of attrition that generated Figure 10 to the actual teacher population in EMIS 2012 (and ignoring any change in numbers before age 40) leads to an estimate of just under 500 teachers (2.0%) currently leaving the profession per year, as against 246 (1.0%) if estimates are based on the longer-term experience, out of the teacher corps of 24 399. This is not an alarmingly high rate, thanks largely to the relatively slow declines shown in the age groups from the mid-30s to retirement. However, it should be considered that there may be considerable numbers of teachers who enter teaching but leave the profession before the age of 30, where the data do not allow us to get a full grip on what is going on. In net terms that may not seem to matter much, but it is likely that many of those who later decide to enter teaching are generally less qualified than those who start to teach immediately after concluding their studies and who later leave the profession. There is only anecdotal evidence to go by, which seems to indicate that this phenomenon exists and may be of some concern.

Another important factor to consider is the bulge in the teacher numbers in their mid-40s, which will lead to acceleration in the numbers retiring in the next 15-20 years. There are about 11 300 teachers older than 40 who will retire in the next 20 years, needing an average of 565 teachers per year just to replace them without allowing for any attrition amongst younger cohorts, or for any growth in the school system. It would appear wise to allow in addition for net attrition of about 330, thus requiring about 900 teachers per year without allowing for growth.
Section 4

Conclusion: Overall Need for New Teachers

In summary, as shown in Table 3, there will be a considerable need for new teachers in the next 20 years, initially somewhat less than the average of more than 1600 who would be required per year over the 20-year period, but with the number rising over that period. This figure of more than 1600 new teachers per year, who should preferably be qualified teachers, compares to the current situation where the highest number of teachers per age cohort is just over 700.

Part of the growth in the number of new teachers required is to keep up with learner enrolment, which will grow because of growth of the school-age population (about 1.8% per annum) and rising enrolment ratios (assuming a rise of about 10% above current levels in 20 years’ time). Together, these two sources of enrolment increases will require the number of teachers to grow by 14850 over the next 20 years to about 41850 from the current number of about 27000 teachers in 2013, i.e. growth of 55% by 2033, if learner-teacher ratios remain constant. This alone will require an average annual addition to the teaching staff of 740, if learner-teacher ratios are to remain unchanged.
**Attrition** before retirement age seems to be small, but cannot be exactly determined, because there appears to be a ‘reserve pool’ from which new teachers enter the profession annually (some perhaps entering and exiting regularly), making up for some of the attrition that may occur. After age 30 these entries and attrition roughly balance out; only after about age 40 is there really net attrition. It is probably wise to allow for attrition of about 330 teachers per year at ages below 40, or about 6,600 over the 20-year period, which is a relatively modest rate.

> It is of utmost urgency for human resources planning in education that a thorough investigation of payroll data be carried out to understand teacher entry and attrition better, and to acquire a fuller understanding of this ‘reserve pool’ from which teachers are drawn.

**Retirement** may be a bigger concern than attrition, due to the large number of teachers (especially women) in the age group 40 and above who will retire in the next 20 years – about 11,300.

Thus, the number of teachers required over the next 20 years to allow for attrition (6,600) and retirement (11,300), plus growth of the school-age population and rising enrolment ratios in each age group (14,850), adds up to about 32,750. This requires recruiting 1,635 teachers annually over the next 20 years, if learner-teacher ratios are to remain stable.

**Table 3:** Summary of need for new teachers over 20 years (2013-2033)

<table>
<thead>
<tr>
<th>Reason for need</th>
<th>Number required over 20 years</th>
<th>Average annual requirement</th>
</tr>
</thead>
<tbody>
<tr>
<td>Attrition</td>
<td>6,600</td>
<td>330</td>
</tr>
<tr>
<td>Retirement</td>
<td>11,300</td>
<td>5,650</td>
</tr>
<tr>
<td>Growth of enrolment</td>
<td>14,850</td>
<td>743</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>32,750</strong></td>
<td><strong>635</strong></td>
</tr>
</tbody>
</table>

How easy will it be to meet this need? The answer appears to be that it will not be easy at all. In 2012, the University of Namibia produced only 1,112 bachelor graduates in all fields, i.e. not counting higher degrees (UNAM 2013a: 5). Of these, only 183 obtained their first degrees in Education – 33 of them by distance education (UNAM 2013a: 10-11).

However, prospects for more teachers completing degrees are improving: UNAM (2013b: 7) reports 3,430 students currently enrolled in bachelor (first degree) studies in Education. Similarly, the background report for this project on the supply of teachers (Fleisch 2015) found that there are more than 700 students enrolled in both the third and the fourth years of degree studies in Education at UNAM. UNAM (2013b: 13) reports only 220 in the fourth year in 2012. This implies that a level shift lies ahead in terms of new graduates in Education, if most of the third- and fourth-year students were to graduate in the next two years. However, due to high repetition rates, the actual numbers per birth cohort who graduate might be smaller than 700.

Only 9,000 students annually obtain the 25 points required for university study, and many of them, through choice or financial constraints, never enter university. Training more than 1,600 new graduate teachers per year over the next two decades would seem highly dubious, unless the number of Grade 12 learners who qualify for university sharply increases and the capacity to absorb them into degree studies in Education also increases.
Thus a strategy for trying to deal with this shortage of qualified teachers on a number of fronts seems called for. This could include the following:

- Allowing a small increase in learner-teacher ratios to occur, especially in larger schools where economies of scale may come into play as more learners enter.
- Encouraging qualified and experienced teachers to remain in teaching longer by introducing even more flexibility\(^5\) about the retirement age, with financial incentives to make later retirement attractive.
- Extending the system of diploma studies for teachers who do not qualify for degree studies in terms of points achieved in Grade 12, and paying great attention to the quality of such teachers by, *inter alia*, enhanced support once they enter teaching.
- Making it attractive for students to choose teaching as a career through adequate funding for scholarships and good teacher remuneration.
- Encouraging graduates in other fields who may have skills that could be used in teaching to enter the profession, by flexibility in what is regarded as being a ‘qualified teacher’, and opportunities for obtaining additional qualifications for those who do not qualify.
- Encouraging qualified teachers from other countries in the region who may wish to teach in Namibia.

\(^5\) It has already been made possible for teachers to remain in teaching longer under certain conditions – to age 65 rather than the normal retirement age of 60.
Human Resources Development Plan for the Namibian Basic Education Sector: The Aggregate Demand and Supply of Teachers
Bibliography


Appendix: 
Classification of Teachers 
from Census Data

Teachers are not clearly identified in the Population and Housing Census, and the Census questions do not allow for an exact matching with those teachers who would be captured in EMIS data. The best strategy is usually to use a combination of the classification by industry and by occupation.

In Census 2001, only broad categories were provided, with Industry 13, “Education”, including 24604 individuals, of whom 17014 were also classified as belonging to Occupation 23, “Teaching professionals”. There were some 800 “Teaching professionals” in other industries, who thus were not considered as teachers in the analyses.

In Census 2011, these broad categories were somewhat sub-divided. Table A shows the number of individuals in pertinent industries and occupations. The highlighted cells were those then considered to match the teachers in the EMIS most closely: they numbered just over 20068, as against 23039 in the EMIS. Though there are discrepancies in numbers, these are not as large as is sometimes the case for such data, and the age patterns that are so similar between the EMIS and the Census enhance confidence in these data.

Table A: Number of individuals in teaching-related industries and occupations, Census 2011

<table>
<thead>
<tr>
<th>Categories of teaching-related industries and occupations</th>
<th>Pre-primary and primary education</th>
<th>Secondary education</th>
<th>Higher education</th>
<th>Other education</th>
<th>Educational support activities</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Schoolmasters and principals</td>
<td>141</td>
<td>191</td>
<td>24</td>
<td>50</td>
<td>59</td>
<td>465</td>
</tr>
<tr>
<td>Primary education teachers</td>
<td>11488</td>
<td>445</td>
<td>35</td>
<td>119</td>
<td>87</td>
<td>12174</td>
</tr>
<tr>
<td>Secondary education teachers</td>
<td>476</td>
<td>7041</td>
<td>359</td>
<td>92</td>
<td>63</td>
<td>8031</td>
</tr>
<tr>
<td>Special education teachers</td>
<td>195</td>
<td>91</td>
<td>31</td>
<td>514</td>
<td>126</td>
<td>957</td>
</tr>
<tr>
<td>College university and higher education</td>
<td>259</td>
<td>217</td>
<td>902</td>
<td>125</td>
<td>93</td>
<td>1596</td>
</tr>
<tr>
<td>Other teaching professionals</td>
<td>140</td>
<td>201</td>
<td>149</td>
<td>824</td>
<td>365</td>
<td>1679</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>12699</strong></td>
<td><strong>8186</strong></td>
<td><strong>1500</strong></td>
<td><strong>1724</strong></td>
<td><strong>793</strong></td>
<td><strong>24902</strong></td>
</tr>
</tbody>
</table>

Human Resources Development Plan for the Namibian Basic Education Sector: The Aggregate Demand and Supply of Teachers