



# Ex-post evaluation 2012 – Brief Report

## Basic Education in Namibia

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This report was produced by independent external experts.  
It reflects only their opinion and assessment.

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## Tabular overview

### The evaluation mission

Evaluation period	06/2012 – 12/2012
Evaluating institute / consulting firm	SÜDWIND Institute
Evaluation team	Roland Hackenberg (international consultant) Richard Chamboko (national consultant)

### The development measure

Title according to the offer	Basic Education in Namibia
Number	PN 2004.2206.3 und PN 2002.2479.0
Overall term broken down by phases	08/2003 – 12/2007 (4 years und 5 months) 08/2003 – 02/2005 Basic Education Project Phase III; 03/2005-12/2007 Basic Education in Namibia Preceding phases: 05/1995 - 07/1999 Basic Education Project Phase I 08/1999 - 07/2003 Basic Education Project Phase II
Total costs	2,800,000 Euro Basic Education Project Phase III: 1.02 Mio. € Basic Education in Namibia: 1.78 Mio. €  Partner contribution: ca. 720,000 €
Overall objective as per the offer, for ongoing development measures also the objective for the current phase	Learners in Namibia profit from a better provision and quality of basic education.
Lead executing agency	Namibian Ministry of Basic Education, Sport and Culture (Namibian Ministry of Education as from 2005).
Implementing organisations (in the partner country)	Ministry of Basic Education, Sport and Culture (Namibian Ministry of Education as from 2005).

	Regional Education Offices National Institute for Education Development
Other participating development organisations	German Bank for Reconstruction (KfW)
Target groups as per the offer	All learners of Namibian primary schools with special focus on poor rural and urban social classes  Parents and village communities who were to be integrated more into educational events and school decision-making.

### The rating

Overall rating  <i>On a scale of 1 (very good, significantly better than expected) to 6 (the project/program is useless, or the situation has deteriorated on balance)</i>	4
Individual rating	Relevance: 1; Effectiveness: 4; Impact: 4; Efficiency: 4; Sustainability: 3

Since its independence from South Africa in 1990 the Namibian government has made human resource development and especially education the highest priority. This sector however has been left with burdens from apartheid: before independence there was no compulsory education and the quality of educational institutions was very bad for most of the population. More than a third of the population had been to school for less than four years or not at all. Even if a number of successes were registered in the years after independence (for example improvements in teacher training or an increase in the literacy rate to 85%) 13 years later the education sector still faced several challenges. As before the school system showed considerable weakness concerning the quality of instruction (which in turn had a negative effect on the success of the learning process), as well as the expansion and equipment of institutions of basic education. Despite years of basic education many students at the end of primary school did not have basic proficiency in arithmetic, reading and writing. Next to the still insufficient implementation of the decentralisation process of the education sector, which began during the mid-1990s, there was still no suitable national general framework that included: An efficient and decentralised system of in-service teacher training; the inclusion of marginalised population groups like the San minority; an active local participation of school boards and communities; the implementation of a national language policy which intended mother tongue as medium of instruction for grades 1 to 3, as well as teaching materials for children in primary schools in Namibia.

Against this background the development measure to strengthen the basic education sector was implemented. It aimed at strengthening the provision and quality of basic education in Namibia. As a result the personal developmental opportunities of learners improved, and so too did their later participation in society. The lead executing agency and main implementing organization was the Namibian Ministry of Basic Education, Sport and Culture (Namibian Ministry of Education as from 2005). Other implementing organizations were the National Institute for Educational Development (NIED), as well as the offices and decentralised units of the education ministry in the country's 13 regions. Target groups were learners of Namibian primary schools (grade 1 to 7) with special focus on poor rural and urban social classes, as well as parents and village communities who were to be integrated more into educational events and school decision-making. The time frame to be evaluated included the 3<sup>rd</sup> implementation phase of support to the basic education sector that had started in 1995 (the Basic Education Project, BEP). This phase was initially planned to take place from 08/2003 to 07/2007. In 2005 this project was combined with another parallel project "Upgrading of African Languages in Basic Education" (AfriLa) and came to an end in 12/2007. In total, the evaluated support period is 4 years and 5 months. The funding came to

€ 2.8 million. The overall target of the plan reads: „Learners in Namibia benefit from an improved provision and quality of basic education.” The effects were to be attained within the framework of four components: (1) Advice to the education ministry regarding the education reform and the institutional development; (2) Improvement of decentralised education management; (3) Improvement of quality and access to lessons in mother tongue languages at primary schools; (4) Revision and introduction of a new curriculum for primary schools. While components 1, 2 and 4 were targeted for countrywide impact and included all levels of the education system, improving mother-tongue teaching was to be dealt with in component 3 for seven of the 13 official teaching languages in Namibia. These are mainly spoken in 8 regions of the country. The service packages in the four components encompassed consultation with and training of professional partner personnel on national and decentralised levels and consultation with NIED on the improvement of quality and access to mother tongue teaching and learning, as well as the introduction of revised curricula for grades 1 – 7. Through the use of outputs of the body responsible for the project and the executing body, a series of direct results should have been realised on all levels of the education system: an improved decentralised education management, improvement of quality and access to mother-tongue primary school instruction, as well as increasing equality of opportunity and decreasing regional disparity. By in the long run improving their personal development opportunities, as well as their participation in social life (indirect results), learners in Namibia should benefit directly from this improvement in the quality of basic education. The sustainable improvement of basic education for all children is a priority in the implementation of the strategy for reducing poverty (aggregated developmental result).

The independent ex-post evaluation of the project was performed 5 years after its end. It was done in the period from June to December 2012. The evaluation team was made up of the international consultant Roland Hackenberg, as well as the national consultant Richard Chamboko. The team analysed the relevant sector and project documents, held 70 semi structured interviews with interview partners from Germany and Namibia and discussed development impacts with 53 teachers and school boards within nine focus group discussions. The collection of data was done via telephone interviews, interviews at GIZ headquarters, as well as during a main mission realized in Namibia from 03.–22.10.2012. Valuable comments in the preparation phase of the mission as well as for the first analysis of data were given by the Namibian sector expert Justin Ellis.

The programme concept has been rated as well-balanced, also with regard to comparable development measures inside the sector. It included a multilevel approach comprising support on the national level (Ministry of Education and NIED), as well as on the regional

level (regional offices of the Education Ministry, school district offices) and at the local level (schools and school associations, parents' councils). The approach to develop partner capacities also focused at all three relevant levels of capacity development (individual, organisational and systemic capacity development). With the merging of AfriLa and BEP in 2005 the new programme was able to cover a broader spectrum of relevant measures for improving the quality and provision of basic education. Some relevant aspects of BEP III, as well as of the first phase of AfriLa however were not continued in the programme concept due to budget restrictions, which in turn had negative impacts on the programme's effectiveness. Regarding the strengthening of lessons in mother tongue at primary schools (access and quality), as from 2005 onwards, the public awareness campaigns to strengthen the acceptance of African languages as medium of instruction, which had originally been implemented within AfriLa, was not continued. The aspiration level is altogether realistic, but has one constraint: The planned effects on the San minority group were too ambitious in light of their complex problems and development constraints.

The developmental effectiveness of the development measure was assessed according to the five OECD-DAC criteria – relevance, effectiveness, impact, efficiency and sustainability. The assessment of relevance with **very good (Level 1)** is based on the positive evaluation results. (a) The concept of the development measure was relevant for the solution of central developmental obstacles in the Namibian education sector; (b) The measures corresponded to the basic political orientation and goals of the German Federal Ministry for Economic Co-operation and Development; (c) The development measure was embedded within international processes, as well as in national strategies for the improvement of education and (d) the programme enjoyed considerable support from partner institutions.

The assessment of **unsatisfactory (Level 4)** for project effectiveness is based on the limited achievement of the four component objectives and regarding the overall objective. On the one hand support was provided to the elaboration of relevant national guidelines. Furthermore, the effective school cluster system which had already been installed by previous phases of the development measure and which improved local education management, continued to be supported in the analysed period of time. In addition, punctual direct impacts could be recorded in the improvement of lessons in mother tongue (quality and access), as well as the revision of the curriculum for lower primary schools. Despite these visible positive results critical aspects dominate: (a) The national level could not be strengthened as planned; (b) The system of in-service teacher training in the regions was still lacking by the end of 2007 and the improvement of school boards and school development plans were not living up to expectations or could not be directly linked to the effects of the

development measure; (c) Planned in-service teacher training was missing in order to effectively improve the quality of instruction in mother tongue and (d) The curriculum revision was only supported for grades 1 - 4 and the application of the curricula by the teachers by the end of 2007 was insufficient. Altogether only 2 of the 16 indicators were reached, 4 were reached partially, 5 could not be conclusively assessed or could not be linked directly to the work of the development measure and 5 indicators were not reached at all.

The contribution of the development measure to overarching development impacts (criteria “im pact”) is also assessed with **unsatisfactory (Level 4)**, which is justified by the limited indirect effects on target groups and sector levels, as well as lacking broad-scale impacts.

Even if the coordination of the programme with other German and international development partners is recognized positively, which especially accounts to the cooperation with the German Bank for Reconstruction (KfW) as an efficient instrument to enhance the effects of the development measure, the general assessment of efficiency turns out to be **unsatisfactory (Level 4)**: The originally planned staff concept which foresaw the setting up of regional teams in all 13 regions of Namibia, was not implemented whereby the efficient implementation of the project was hampered. In this regard, partner contributions were not brought in as planned. Furthermore, a series of important outputs were not reached until the end of the support (lack of production efficiency) and in view of the inputs, expectations concerning effects and impact were hardly realised (lacking allocation efficiency).

Finally, sustainability of positive effects since the end of the programme was **sufficient (Level 3)**. However, it has to be stated that the functioning of the school board system and the use of African mother tongues nowadays is critical due to missing national guidelines and a lack of support of important players. Moreover, the working groups for African languages and the network meetings for regional directors were not continued after the project ended and the production of supplemental reading material has mostly ceased until today. However the project not only sustainably advised the revision and introduction of the new curriculum for lower primary education, but also strengthened the capacities of NIED in this field. The individual capacity development of different players in the education system has led to the school board system still being existing reality on local levels in many regions despite difficult framework conditions. It has been positively acknowledged that by the end of the programme the learning experience of 12.5 years of the support for basic education through the German Technical Cooperation (GTZ) was documented in two extensive studies.

Overall the evaluation team has assessed the development measure on the basis of the evaluation of the five evaluation criteria as **unsatisfactory (Level 4)** i.e. **"an unsatisfactory result; negative results dominate despite visible positive results"**.

A series of recommendations can be deduced from the evaluation results: The decision making bodies in the Namibian Ministry of Education are advised to pass, within a participatory approach, a binding school board policy that includes the input of all players and to implement this policy within the decentralised structures. NIED is advised to disseminate the available international research results on the positive effects of mother tongue as medium of instruction on the learning performance of primary school learners through education campaigns and to discuss these aspects with parent representatives, teachers and school principals. The German development cooperation should make sure that (a) advice in the areas of decentralisation inside the education sector always includes all three dimensions (political, administrative, fiscal), (b) projects be supported even more consistently regarding the setup and the maintenance of effective monitoring systems, (c) in project implementation top priority should be given to systemic changes, process orientation and the use of outputs which have been developed together with the partners, (d) extensive stakeholder dialogues involving all players should be held to offer guidance concerning planning and implementation of national policies and (e) the orientation towards the fight against poverty during implementation is followed consistently.

# Basic Education in Namibia

08/2003 – 12/2007  
PN 2004.2206.3 and PN 2002.2479.0

**Overall objective:**  
Learners in Namibia profit from a better provision and quality of basic education.

Schlüsselthemen				
Public Private Partnerships (PPP-2)	Poverty (MSA)	Good Governance (PD/GG-1)	Gender (G-1)	Environment (UR-0)
<b>STATUS:</b> PPP implemented with publishing house Gamsberg Mcmillan.	<b>STATUS:</b> No specific approach for reaching the population of extreme poverty. Cooperation with KfW and strengthening of school clusters impact on poverty.	<b>STATUS:</b> Structural impacts on Good Governance could not be detected.	<b>STATUS:</b> Schoolbooks and teacher trainings are gender sensitive.	<b>STATUS:</b> not relevant.

**Overall Indicator 1: target**  
The national survival rate grade 7 increases from 76 % in 2003 to 81 % by the end of year 2007 (1 % increase per year).

**STATUS:** Indicator achieved, but not attributable to the outcome of the programme.

**Indicator 2: target**  
Functional literacy according to the SACMEQ-Tests increases from 56.6% in 2000 to 84.9% by the end of 2007, and functional numeracy increases from 23.4% to 39.1% in the same period.

**STATUS:** Indicator achieved, but not attributable to the outcome of the programme.

**Indikator 3: Projektziel**  
During the third implementation period Enrolment rates (NER) grades 1-7 do not fall below the high level of more than 95% that has already been achieved.

**STATUS:** Indicator not achieved but not attributable to the outcome of the programme.

**Component Objective 1:**  
The MoE and sector organizations are advised and supported to effectively ensure the implementation of the decentralization legislation and the improvement of the quality of basic education according to the relevant national strategies..

**Indikator 1.1:** The MoE takes its decisions on planning and implementing of the education policy at national and regional level on the basis of a functioning management information system (Education Management Information Systems – EMIS).

**STATUS:** No advice carried out.

**Indikator 1.2:** At the end of the project relevant legal foundation on educational policy, standardized framend guidelines for the implementation of the decentralization legislation as well as for the improvement of the quality of basic education are.

**STATUS:** Guidelines and policy papers are elaborated.

**Indikator 1.3:** The newly defined and revised performance standards for class 1 to 7 are officially introduced until December 2007 and are used to improve quality assurance and quality improvement.

**STATUS:** only phase competencies are defined, no system for quality assurance

**Ziel Komponente 2:**  
A decentralized education management in all 13 regions is operational and established. It provides improved provision of services to school clusters, teachers and school boards.

**Indikator 2.1:** A decentralized system of advanced trainings for teachers is established and works efficiently (at least one one-day event per trimester and per level):

- 80% of the 272 school clusters hold regular training sessions for teachers with professional support from advisory teachers.
- School clusters use the installation of the circuit offices and the regional teacher resource centres for decentralized training activities.

**STATUS:** In 2007 only 0.7 teacher training sessions in school clusters; no efficient system of teacher trainings is established.

**Indikator 2.2:** At least 90% of all schools (1460) have school boards. The majority of directors and teachers states that the collaboration of school boards for the development of the schools according to their designed roles has improved.

**STATUS:** Indicator cannot be assessed conclusively.

**Indikator 2.3:** 75% of these schools (1100) have elaborated school development plans.

**STATUS:** Indicator achieved, but not attributable to the outcome of the programme..

**Indikator 2.4:** 2.5: 75% of these schools (820) actively implement these plans, which becomes evident due to the number of the school board meetings, the realization of maintenance work, the increase of the attendance rate of teachers and pupils per school year, discussions on HIV/AIDS.

**STATUS:** implementation of the school development plans is weak in 70% of primary schools in 2007.

**Ziel Komponente 3:**  
The access to mother-tongue teaching and its quality are improved.

**Indikator 3.1:** 75% of the 4250 teachers who teach in class 1 to 3 in the AfriLa project regions and who have participated since 2005 at different training events, hold their classes according to the guidelines established in the teacher manuals as well as by using the new school books.

**STATUS:** Elaboration of 49 publications. No teacher training.

**Indikator 3.2:** The quality of the mother-tongue teaching in the subjects reading, writing and calculating in class 1 to 3 that can be attributed to the use of the new teaching and learning materials and to pupil-oriented teaching methods has improved (visit of lessons by advisory teachers).

**STATUS:** Teaching material distributed and curricula tightened. No teacher training with regard to the use of material and teaching methods.

**Indikator 3.3:** Mother-tongue teaching and learning material for San Language Ju/hoansi is elaborated and used in San schools due to training activities for teachers.

**STATUS:** Learning material is elaborated but not used in the schools.

**Indikator 3.4:** Reading material for the classes 1 to 7 that deal with cultural-appropriate and preventive issues, have been developed for each school year the respective language groups and are available at the market.

**STATUS:** 22 reading material for primary are elaborated and available at the school market.<sup>1</sup>

**Ziel Komponente 4:**  
The new curriculum for the classes 1 to 7 that emphasizes alphabetization and practical approaches is developed and introduced at school level.

**Indikator 4.1:** The revised curricula for class 1 to 7 are introduced in the schools until 2007 according to the national time schedule.

**STATUS:** Revised curricula are only introduced for class 1 to 4 until 2007.

**Indikator 4.2:** At least 75% of the total 8.000 teachers for class 1 to 4, that have been participating at training events on the use of the new curriculum and on interactive teaching and learning methods until 2005, hold their classes according to the new curriculum (measured through spontaneous visits to classes and the examination of class preparation work by the teachers).

**STATUS:** Training events on the use of the new curriculum have taken place. In 2007 still 80% of primary school teachers use teacher focused teaching methods.

Date: 12/2012

<span style="color: green;">■</span>	Indicator achieved
<span style="color: yellow;">■</span>	Indicator partly achieved
<span style="color: red;">■</span>	Indicator not achieved
<span style="color: grey;">■</span>	Indicator cannot be assessed or attributed to the programme.



