

# Ex post evaluation – Namibia

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**Sector:** Educational institutions and training (1112000)  
**Programme/Project:** Support of National Education Programme (ETSIP)  
 BMZ No: 2006 65 356\*  
**Implementing agency:** Ministry of Education (MoE)



## Ex post evaluation report: 2015

		Project A (Planned)	Project A (Actual)
Investment costs (total)	EUR million	241.00	241.00
Counterpart contribution	EUR million	Not quantified	Not quantified
Funding	EUR million	3.00	3.00
of which BMZ budget funds	EUR million	3.00	3.00

\*) Random sample 2014

**Summary:** As part of a sector-wide approach (SWAp), German FC provided the Namibian government with a financial contribution of EUR 3 million to implement the first phase of the Education and Training Sector Improvement Programme (ETSIP). The ETSIP comprises nine sub-programmes for the entire education sector (pre-school education until post-secondary (further) education). It is designed to help achieve the Namibian Vision 2030, which aims to establish knowledge as a crucial factor of creating value.

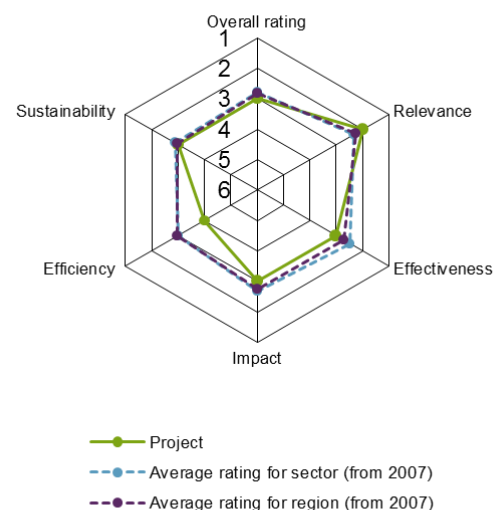
**Objectives:** The first phase of the ETSIP supported here (2006-2013) was aimed particularly at promoting the training of medium to highly qualified workers to meet demand on the labour market (development policy objective). The FC programme pursued the objectives of the partner strategy (programme objectives): (i) broaden access to forms of education beyond primary education, (ii) improve the quality and effectiveness of education, (iii) achieve a more balanced distribution of resources in the education sector, (iv) improve the efficiency of resource mobilisation and use, (v) strengthen the implementation capacities and fight against HIV/AIDS.

**Target group:** The target group was users of state-run education institutions. This included children from pre-school age as well as young adults, vocational apprentices and students, but also teachers.

## Overall rating: 3

**Rationale:** The ETSIP facilitated medium and long-term strategic planning within the MoE, a comprehensive view of the education sector and coordination between all donor contributions.

**Highlights:** The most important decision of the MoE was to introduce free primary school education. This was not an explicit objective of the ETSIP, but rather a side effect, which would not have come about without the close cooperation and intensive donor dialogue with the MoE as part of the SWAp. This decision resulted in a significant increase in enrolment rates.



## Rating according to DAC criteria

### Overall rating: 3

The ETSIP has helped improve the situation in the Namibian education sector overall. The education SWAp has combined the different individual measures of the donors and the MoE, thereby ensuring the programme-executing agency has a comprehensive view of the sector. The concept provided the foundations for the MoE's current strategy and implementation planning, and was still highly relevant in 2014. Access to education in particular has been improved. There are some reservations with regard to efficiency, first and foremost caused by the sluggish implementation and the lack of development success in the areas of quality and efficiency in the education sector.

### Relevance

Both at the time of the appraisal and now, the overall ETSIP programme is consistent with the development policy objectives of the Republic of Namibia and the Federal Republic of Germany, even if the education sector is not an agreed priority of bilateral development cooperation. The programme was explicitly aligned with the national development objectives and is the education sector's answer to the Namibian government's Vision 2030. The education sector is one of the priority areas of Vision 2030 and is seen as a crucial instrument in combating poverty and for economic growth. Consequently, aside from MDG 2, the programme also promised to make an indirect contribution towards achieving MDG 1. To implement Vision 2030, national development plans (NDP) were also formulated, set out over five years. The first ETSIP phase was thus prolonged by two years (from 2011 to 2013) to bring it into line with the NDP. Together with the NDP, Vision 2030 is still the main strategic document of the Namibian government.

The high priority of the education sector is also shown today in the consistently high allocation of funds. The education sector received approximately NAD 13 billion from the Namibian budget in 2014, which made up roughly 23 % of the Namibian government's total spending. The Mid-Term Review Report, which was drafted together with the MoE and all of the donors involved in the basket financing, as well as the Implementation Completion Report (ICR) of the World Bank, confirm that the ETSIP is still very relevant for the continued reform of the education sector. Since 2012/13 the ETSIP has focused increasingly on strengthening the foundations of the system, and therefore on achieving the primary and secondary school indicators by improving the quality of education.

By signing the Declarations of Rome (2003) and Paris (2005), the German DC has set itself the objective of boosting the efficiency, effectiveness and significance of its work. As an education basket, the programme's concept does particular justice to this. Since 2008, all of the donors active in the education sector have aligned with the SWAp and their contributions were pooled under the ETSIP, coordinated by the MoE. The ETSIP facilitated medium and long-term strategic planning within the MoE for the first time, a comprehensive view of the education sector and coordination between all donor contributions. "Alignment" and coherence are therefore considered highly important. This approach would also be chosen today under comparable circumstances. This is why the relevance is rated good.

### Relevance rating: 2

### Effectiveness

The FC programme objectives complied with the sub-objectives of the first ETSIP phase:

- 1) Broaden access to forms of education that transcend primary education
- 2) Improve the quality and effectiveness of education
- 3) Achieve a more balanced distribution of resources in the education sector
- 4) Improve the efficiency of resource mobilisation and use
- 5) Strengthen implementation capacities and combat HIV/AIDS

The following were chosen as indicators for the FC programme at the programme appraisal:

The FC programme objectives are considered to have been achieved if the donor community deems the programme to have been successfully implemented after one year (as part of the review in autumn 2008).

In principle, it is common for the FC programme objective and the indicators to be taken from the overall basket funding programme, and in this case it was an efficient choice, especially given the "silent partnership" that was agreed. However, a more precise formulation of the indicator is suggested: the FZ programme objectives are deemed achieved if the objectives/indicators of the overall programme are attained. To this end, this general objective was reinforced with the indicators of the community programme. The "key performance indicators" were not differentiated by the World Bank based on output, outcome and impact. This distinction is required for today's "state of the art" in FC programmes.

The picture painted of the outcome indicators is mixed. They show that broadening access to post-secondary education (objective 1) was achieved, and indeed more than expected. Additionally, access to primary and secondary education has increased.

However, improving education quality and effectiveness (objective 2) has not (yet) been achieved. The indicators do not exhibit any significant improvements in pupil performance, with the exception of the youngest pupils. Nevertheless, the expansion in pre-school classes and the abolition of tuition fees have improved school access on the whole, especially for those who were so far disadvantaged and less well educated, which means it is difficult to compare the achievements to previous results.

The indicator of a more balanced distribution of resources (objective 3) could not be assessed. The introduction of education guidelines on dealing with orphans and children particularly at risk, the expansion of school lunches, the construction of schools in rural regions and the expansion of dormitories at secondary schools have boosted access to primary and secondary education, especially in regions that were previously disadvantaged. This indicates that the objective was reached at least to some extent.

No improvement can be identified in the efficiency of the education system (objective 4), nor is it yet reflected in the repetition rates for pupils or in lower running costs of the education system (share of teacher salaries).

When revising the curricula, the topic of HIV/AIDS was further developed through the subject "Life Skills" among others, and is now taught. This contributes towards combating HIV/AIDS (objective 5). The second part of the indicators relates to the enhancing of implementation capacities, and is found at the output level. Managers were trained in this respect. It cannot be concluded from this whether such training was successful and the capacities have in fact been expanded.

Infrastructure: all of the education facilities visited are operational and the premises are constantly in use. In some cases, however, not enough classrooms have been built for pre-school classes.

**Effectiveness rating: 3**

### Efficiency

No microeconomic assessment in the form of a capital expenditure calculation was conducted at the time of the programme appraisal (World Bank, 2007, First Education and Training Sector Improvement Program, ID: PO86875, p. 3). This is common for education projects. According to the World Bank, the social rate of return on investments in education, measured in terms of the contribution towards increasing national income, generally exceeds that of investments in other sectors, especially in countries with a low coverage rate.

The 2011 Mid-Term Review rates the efficiency of implementation as weak. Important aspects in this respect were: (i) delayed introduction of strategies and guidelines; (ii) personnel at MoE, regional and district offices and in the schools not sufficiently qualified in some cases, under-staffing common; (iii) budget sometimes too low and insufficient funding provided (budget periods vs. implementation plan); (iv) inefficient and laborious commissioning, procurement and decision-making processes; (v) weak programme management at times on the part of the MoE with regard to decision-making, technical supervision, strategic processes and especially with regard to financial management and monitoring. Budget and implementation efficiency must be criticised, given that 7 out of 9 sub-programmes sometimes lag significantly behind their planned spending after the first year, with the exception of pre-school education and HIV/AIDS. The ICR of the World Bank criticised the overly slow implementation in general in almost all of

the sub-areas. After 2011, the recommendations of the Mid-Term Review and the ICR were, however, largely executed (also in programme and financial planning training) and the pace of implementation increased. In terms of allocation efficiency, it should be emphasised that the ETSIP focused on regions and population groups that were previously disadvantaged, and therefore offered access to education particularly to the poorest among the target group. This not only contributed to boosting equal opportunities but also created the foundations for raising the target group's employment rate after completing schooling.

**Efficiency rating: 4**

### Impact

The development policy objective of the FC measure complied with the ETSIP: improving the quality of education and the efficiency of the Namibian education system to meet the current and future demands on the national labour market. The programme should therefore contribute towards achieving Namibia's Vision 2030 in its efforts to establish knowledge as a crucial factor in the creation of added value. It was assumed in the PP that achieving the programme objectives would contribute to the aforementioned ultimate objective. This was laid out coherently in the programme proposal. Upon closer inspection, only one indicator was aimed directly at the quality level: "National Average SACMEQ test score (Reading; Mathematics)". Since the actual results of the 2013/14 SACMEQ study are not yet available, the indicator cannot be used for the evaluation. This is why the evaluation of the impact is measured against the development of results in the Standard Achievement Tests (SAT) for grades 5 and 7, the results of the final examinations for grades 10 and 12, and based on the implementation of reforms as well as the pro-poor activities of the MoE.

The Implementation Completion Report of the World Bank assumes that the ETSIP helped reduce poverty as part of its reforms, by concentrating on marginalised regions, introducing quota systems for children from poor families and in light of the sector strategy for Orphans and Vulnerable Children (OVC), among other things. In terms of equitable distribution, there are differences between the regions in some cases, for example with regard to the number of qualified teachers and budget allocations.

The reforms introduced have been taken on by the MoE and are actively being implemented. Since 2011, the MoE has conducted regular analyses of the Scholastic Assessment Test (SAT) and final examinations, and developed special advanced training for teachers to overcome the deficits, thereby guaranteeing the quality of school education in a sustainable manner and improving it continuously. This shows that the project-executing agency has an interest in ongoing quality improvements. In some cases though, we see that the communication from the MoE to its regional offices and remote schools could still be improved.

The achievements in the Standard Achievement Tests and the final examinations of grades 10 and 12 have yet to display any marked improvement. The results in mathematics and natural sciences have been improved only slightly over the years, while the results in English have stagnated or are even worse than before. One explanation for this is that the disadvantaged children were recently enrolled. The lack of performance improvements so far would mean that the chances of school-leavers on the labour market have not improved as the level of knowledge has not increased. One could certainly argue that by increasing enrolment rate in absolute figures, more pupils will achieve a higher qualification, and quality improvements (e.g. by introducing pre-school education and enhancing teacher training) will only be noticeable in a few years' time.

The most important decision of the MoE, which has a direct impact on the income of the population and also led to a significant increase in the enrolment rates, was the abolition of tuition fees and the introduction of free primary school education. Although this was not an explicit objective of the ETSIP, all of those involved in the programme agree that without the close cooperation and the constant donor dialogue with the MoE as part of the SWAp, this decision would not have been made. The fees for secondary education are to be dropped in the medium term too (this is already the case for orphans and children at risk).

**Impact rating: 3**

## Sustainability

Reforms: The MoE is still very willing to reform and the initiated reforms are firmly enshrined within the Ministry. We can assume that the introduced reforms are sustainable.

Infrastructure: the condition of the buildings that have benefited from the ETSIP is generally good to satisfactory; in some cases there are deficiencies caused by errors during building supervision and inspection, which would have been easy to avoid (e.g. inadequate electrification, poorly constructed window grilles, etc.). Furthermore, the quality of maintenance varies greatly, though complaints in this respect are low on the whole. Schools and particularly teacher accommodation that did not benefit from the infrastructure measures are in a poor to very poor state in some cases, which suggests that insufficient funding was made available overall for improvements to infrastructure. In this regard, the delegation found that properly cared for schools displayed a positive correlation to committed and able school management teams. Further investment funds must be made available for urgently-needed improvements to infrastructure that cannot be implemented under the ETSIP.

One issue that could jeopardise the sustainability of the programme is the sometimes acute lack of specialist teachers in Namibia. This should change in the coming years as soon as the first graduates of the new teaching course leave the university. It remains to be seen whether this is the case. The poor state of teacher accommodation in isolated regions could also mean that the search for teaching staff in these disadvantaged schools may well prove to be a tricky task.

The last few years have shown on the whole that the education sector in Namibia is no longer as heavily dependent on donor funding as before; the majority of the expenditure is met by the government itself. It remains to be seen whether this will prove enough in the long term to cope with the necessary investments in school infrastructure and the lack of specialist staff. All told, this means the sustainability of the investments executed under the ETSIP is satisfactory.

**Sustainability rating: 3**

### Notes on the methods used to evaluate project success (project rating)

Projects (and programmes) are evaluated on a six-point scale, the criteria being **relevance, effectiveness, efficiency** and **overarching developmental impact**. The ratings are also used to arrive at a **final assessment** of a project's overall developmental efficacy. The scale is as follows:

<b>Level 1</b>	Very good result that clearly exceeds expectations
<b>Level 2</b>	Good result, fully in line with expectations and without any significant shortcomings
<b>Level 3</b>	Satisfactory result – project falls short of expectations but the positive results dominate
<b>Level 4</b>	Unsatisfactory result – significantly below expectations, with negative results dominating despite discernible positive results
<b>Level 5</b>	Clearly inadequate result – despite some positive partial results, the negative results clearly dominate
<b>Level 6</b>	The project has no impact or the situation has actually deteriorated

Rating levels 1-3 denote a positive assessment or successful project while rating levels 4-6 denote a negative assessment.

### Sustainability is evaluated according to the following four-point scale:

Sustainability level 1 (very good sustainability): The developmental efficacy of the project (positive to date) is very likely to continue undiminished or even increase.

Sustainability level 2 (good sustainability): The developmental efficacy of the project (positive to date) is very likely to decline only minimally but remain positive overall. (This is what can normally be expected).

Sustainability level 3 (satisfactory sustainability): The developmental efficacy of the project (positive to date) is very likely to decline significantly but remain positive overall. This rating is also assigned if the sustainability of a project is considered inadequate up to the time of the ex post evaluation but is very likely to evolve positively so that the project will ultimately achieve positive developmental efficacy.

Sustainability level 4 (inadequate sustainability): The developmental efficacy of the project is inadequate up to the time of the ex post evaluation and is very unlikely to improve. This rating is also assigned if the sustainability that has been positively evaluated to date is very likely to deteriorate severely and no longer meet the level 3 criteria.

The **overall rating** on the six-point scale is compiled from a weighting of all five individual criteria as appropriate to the project in question. Rating levels 1-3 of the overall rating denote a "successful" project while rating levels 4-6 denote an "unsuccessful" project. It should be noted that a project can generally be considered developmentally "successful" only if the achievement of the project objective ("effectiveness"), the impact on the overall objective ("overarching developmental impact") and the sustainability are rated at least "satisfactory" (level 3).