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NAMIBIA CASE STUDY SUMMARY REPORT

EVALUATION OF SUSTAINED OUTCOMES

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The author's views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.

CONTENTS

Acronyms	iii
Map of Namibia	v
Acknowledgments	vi
Executive Summary	vii
Introduction.....	vii
The Case: BES III.....	vii
Evaluation Methodology.....	viii
Namibian Context.....	ix
Case Study Findings.....	x
Conclusion.....	xi
I. Introduction	1
A. Sustained Outcomes Evaluation Objectives.....	1
B. Overview of Basic Education Support (BES) III.....	2
II. Case Study Methodology	3
A. Evaluation Design.....	3
B. Phase I Evaluation Research.....	5
C. Phase II Evaluation Research.....	8
D. Data Analysis.....	10
E. Study Limitations and Facilitators.....	12
F. Case Study Team.....	13
III. Namibian Context	14
A. Broad Namibian Context.....	14
B. Context for Educational Policy Reform.....	15
C. Structure of the Namibia Education System.....	16
IV. Basic Education Support Activities	20
A. Basic Education Support (1993 – 1998).....	20
B. Basic Education Support II (BES II) (1999-2004).....	21
C. Basic Education Support III (BES III) (2004-2009).....	22
D. BES II and III Contributions to Decentralized Education Management.....	23
E. BES Supports Process to Incorporate Learner Improvement.....	25
F. Government Institutionalizes the System.....	25
V. Case Study Findings	27
A. Evaluation Question 1.....	27
B. Evaluation Question 2.....	29
C. Evaluation Question 3.....	31
D. Evaluation Question 4.....	34
VI. Conclusion	36
Annexes	37

Annex A: Systems Map	38
Annex B: Interview Guides	39
Annex C: List of Interviewees	45
Annex D: List of Documents Consulted	48
Annex E: Team Member Profiles	50

ACRONYMS

AED	Academy for Educational Development
AIR	American Institutes for Research
BEP	Basic Education Project
BERP	Basic Education Reform Project
BES	Basic Education Support Project
CA	Continuous assessment
CI	Circuit Inspector
COI	Classroom Observation Instrument
COP	Chief of Party
CMT	Circuit Management Team
CST	Circuit Support Team
DNEA	Directorate of National Examinations and Assessment
EMIS	Education Management Information System
ETSIP	Education and Training Sector Improvement Program
EQUIP	Educational Quality Improvement Program
EQ	Evaluation question
FSU	Florida State University
GDP	Gross Domestic Product
GRN	Government of the Republic of Namibia
HIV	Human immunodeficiency virus
HoD	Head of department
IR	Intermediate Result
LCE	Learner-centered education
MBEC	Ministry of Basic Education and Culture
MBESC	Ministry of Basic Education, Sport, and Culture
MCA	Millennium Challenge Account
MEAC	Ministry of Education, Arts, and Culture [the current title]
MoE	Ministry of Education
M&E	Monitoring and evaluation
MSI	Management Systems International
NANTU	Namibia National Teachers Union
NDP	National Development Plan
NIED	National Institute for Educational Development
OVC	Orphans and vulnerable children
PAAI	Plan of Action for Academic Improvement
PEPFAR	President's Emergency Plan for AIDS Relief

PPL	Policy, Planning, and Learning
SAT	School Assessment Test
SDP	School Development Plan
SIM	Structured Instructional Materials
SIP	School Improvement Program
SO	Strategic Objective
SSA	School Self-Assessment
SSE	School self-evaluation
SSG	School Small Grants
SWAPO	South West Africa People's Organization
TSE	Teacher Self-Evaluation
UPE	Universal Primary Education
USAID	United States Agency for International Development
USG	Unites States Government

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EXECUTIVE SUMMARY

Introduction

This report looks at one outcome of the USAID/Namibia Basic Education Support (BES) Phase III activity, nearly seven years after USAID ceased providing support. The Namibian results constitute one of four case studies being conducted for an ex-post systems evaluation that is exploring the factors that contribute to sustained USAID outcomes. The Office of Learning, Evaluation, and Research in the United States Agency for International Development’s Bureau for Policy, Planning, and Learning (USAID/PPL/LER) commissioned this evaluation to address four evaluation questions (EQs):

- EQ 1: Were USAID-intended outcomes sustained?
- EQ 2: What other outcomes resulted from the project (positive/negative) and were these outcomes sustained?
- EQ 3: What has contributed to or hindered sustaining the outcomes?
- EQ 4: How are the outcomes perceived and valued by those with significant stakes in the project?

To address these questions, the evaluation looked specifically at the Namibian BES III outcome: **Improved effectiveness of decentralized education management.** The primary audience for the evaluation is USAID/PPL. Other audiences include USAID missions and individuals involved in the design, implementation, monitoring, and evaluation of international development projects.

The Case: BES III

In the mid-1990s, USAID designed BES to respond to a key strategy in Namibia’s education reform, to decentralize the management of education to the regions, circuits, and schools. BES I (1993–1998) provided support at both the national and regional levels, BES II (1999–2004) shifted to regional and school-level support and BES III (2005–2009) built on the gains of BES II. From the outset, USAID designed BES as an integrated and multi-faceted intervention focused on dimensions that were core to Namibia’s education reform agenda: support to curriculum reform, teacher education, and decentralization and democratization of the education system. While this case study focuses mostly on BES III, the findings are heavily influenced by USAID’s preceding activities. BES II is also discussed to some extent as each phase builds on the other and are at times hard to disentangle.

To understand what remains in 2016, it is critical to know what remained at the end of BES III and how it relates to the outcome of decentralization. By 2005, the government formally adopted and further refined the BES designed school self-assessment (SSA) system, which became known as the School Self-Evaluation (SSE) tool. This was the mechanism for implementing National Standards for Schools policy. The process, its related tools, and the resulting governing plans, called “school development plans” (SDPs), were core to school decentralization, and BES’s technical assistance and training were critical to their implementation. Combined, the processes, tools, technical assistance, and training local actors enabled a structure that supported the realization of local school management (and thus decentralization). In 2006, the Ministry of Education published its National Standards and Performance Indicators, which fully incorporated each of the instruments described above into the national system. The incorporation meant that all schools in the country were required to implement the BES-designed tools and approaches.

By the conclusion of BES III, the submission of SDPs was tracked across the country through data submitted to the ministry’s Directorate of Program Quality Assurance. In 2009, BES reported that 90

percent of the BES target schools had achieved the goal of school boards implementing SDPs. The system shift supported sustaining the decentralized system. Contributors to realizing the outcome at the end of BES III included strong leadership, solid partnerships, and sound technical approaches that included participatory engagement, the timing of the interventions, political will, and local culture.

Evaluation Methodology

A systems approach guided the methodology and the evaluation team used mixed methods to gather and analyze data. USAID defines systems thinking as a “set of analytic approaches — and associated tools — that seek to understand how systems behave, interact with their environment, and influence each other. Common to these approaches is a conviction that particular actions and outcomes are best understood in terms of interactions between elements in the system.”

An evaluation guide described all theory, data collection methods and analysis, ethics, processes, valuing, and formats for the evaluation. The Team Lead and Education Specialist prepared for the initial team planning meeting by conducting exploratory interviews, reviewing documents, and developing early system maps, timelines, and a program description. The team planning meeting enabled the team to receive training on the approach, select the outcome of interest, refine evaluation tools (including timelines and systems maps), identify an initial list of key stakeholders, and select sites at which to conduct the study.

Outcome Selection

The research focused on one outcome for three reasons. First, in-depth, empirical knowledge required substantial resources, which permitted exploring only one outcome. Second, this is not a performance evaluation of BES; instead, it is an evaluation that aims to understand what influences sustainability in a setting long after USAID funding has ceased. Selecting one outcome provides a solid place to begin to understand this and to address USAID’s EQs. Third, the evaluation approach had never been tested. For these reasons, the decision to focus on one outcome per case study reflects a strength and not a limitation of the design. Based on explicit criteria, the case study team selected one BES outcome of interest that met all criteria while still permitting a manageable study. An expert panel validated the selection.

Site Selection and Data Collection

Applying the sampling criteria, the team selected the Kavango Region. Two education specialists and a senior Ministry official, the Deputy Permanent Secretary, endorsed the selection. The team reviewed more than 100 documents and conducted 37 interviews involving 50 people. This included 16 key experts at the national level and 21 regional-level interviews, and interviews with former BES staff members and consultants living abroad. The team reached data saturation for the narrative provided in the findings.

Limitations and Facilitators of the Study

While the team considered several limitations to the study, they found none of these to pose a significant impediment to data collection, analysis or the development of findings. Several key factors facilitated the evaluation’s implementation. The team’s composition played a critical role in data collection and analysis, combining broad sector knowledge, deep local knowledge, and networks at the national, regional, and local levels. A structured guide, thorough training on the methodology, and continued support from the Evaluation Team Lead ensured that the local team was well prepared for and supported during fieldwork and data analysis. Further, selecting a successful activity to investigate

encouraged respondents to speak candidly and with enthusiasm to the case study team and increased the likelihood of identifying fluid outcomes, which in turn influenced the richness and depth of the data. The local team cited as facilitating factors the experienced Case Study Team Lead, who brought solid evaluation and qualitative research knowledge, an understanding of systems evaluation, and process facilitation skills, and an education lead with knowledge of multiple education contexts. Namibian team members reflected that the group and individual trainings on the systems approach and the evaluation methods, as well as working as a team to revise data gathering tools, were fundamental to the successful data gathering and analysis process. Finally, the case study team emphasized the importance and usefulness of the evaluation guide, which ensured practical processes and necessary discussions.

Namibian Context

Broad Namibian Context

Five Namibian contextual facts provide critical factors in explaining the evaluation's findings, and are discussed or used to interpret data in the Key Findings section. These include: the vastness of the country's geography, its apartheid history, being ranked an upper-middle-income country (which appears to be linked to donors exiting the country around the same time), its massive inequality, and the state of its education system.

Context for Education Reform and USAID's Role

Three key factors — strong Namibian leadership, donor support, and political commitment — set the stage for dynamic, multi-faceted development in the education sector and USAID's role. The Ministry of Education (MoE) negotiated a strategic division of labor among development partners and requested USAID to support reform in basic (primary level) education in six of the previously most disadvantaged and populous regions of northern Namibia. A fourth factor that influenced USAID's role was the Agency's appropriate and immediate response to this request, which signifies the beginning of a strong relationship between MoE and USAID. Using a systems lens, these key factors suggest elements of a critical path and suggest one analytic perspective to explain the evaluation findings.

Structure of the Namibian Education Sector – Formal and Informal

The government system has 14 political regions, each with a governor and a chief executive officer, then a regional director of education who heads each regional educational office. Each region is divided into five to 10 circuits, each comprising approximately 35 schools. Every circuit has a circuit inspector of education who reports to the deputy director at the regional office level. The circuit inspector heads a circuit education office that is responsible for supervising and supporting schools in the circuit, acting as the liaison between schools and the regional office. Understanding the formal education structure and the role of the circuit inspector is central to the narrative described the Findings section of this report.

The cluster system, which groups schools together for purposes of peer support and training, resulted from another donor's intervention and provided the platform for BES III to provide technical support. The education system never formally adopted the cluster system, and the political system (the Namibia National Teachers Union, or NANTU) later shut the clusters down in the area under study, thus negatively influencing continued support to teachers, principals, and school boards. Data clearly demonstrate how clusters provided a critical pathway for attainment of results, and showed that blockage of this pathway hindered continuing results.

Case Study Findings

Evaluation Question 1

Was the USAID-intended outcome sustained?

Education decentralization has been sustained at the national level. At the local level, submission of SSE and SDP is essentially voluntary; while submission is national policy, there is no oversight or negative consequences for not doing them. The CSTs no longer provide supporting functions. Regardless, SSE and SDP are still utilized at the local level, suggesting their continued usefulness and relevance.

Evaluation Question 2

What other outcomes resulted from the project (positive/negative) and were these outcomes sustained?

BES contributed to stronger relationships between school boards and their communities. While these relationships appear to be one critical factor that contributes to the continued decentralization of school management, it can also be viewed as an outcome of building strong community relationships. Secondly, BES helped establish relationships between the Government of Namibia and USAID that supported the development of the National Standardized Assessment Test. The MoE's Directorate of National Examinations and Assessments has administered the Standardized Achievement Test (SAT) since 2009 to grade 5 and grade 7 students in public and private schools; since 2014, both grades have been assessed every year. Finally, subsequent donor support to education in Namibia is building on the tools, processes, and standards of BES.

Evaluation Question 3

What has contributed to or hindered sustaining the outcomes?

Solid partnerships between BES and the MoE contributed to BES being “relevant” to needs, which supported sustainment. Second, local ownership in the BES intervention, outcomes, and results contributed to the sustainability of decentralization. Interview data suggest a strong sense of ownership by circuit inspectors, principals, teachers, and parents, particularly with regard to the self-assessment tools, the SSE process, and the SDP. Most respondents credited BES II and BES III for contributing to this level of ownership through its participatory approach, intensive training of local staff by local staff, and structuring approaches around already existing community participation. Third, strong leadership from USAID, its implementing partner and the Government of Namibia demonstrated that not just the technical quality was pivotal, but so was the explicit commitment of the USAID team to building and sustaining genuine partnerships. Focus of USAID resources in specific geographical areas established a critical mass of skilled professionals to continue the work, and longevity of BES and building on the same strategy are also key factors that contributed to sustained outcome.

Evaluation Question 4

How are the outcomes perceived and valued by those with significant stakes in the project?

At the national level, the identified outcomes are perceived as valuable, but given their institutionalization, it is not clear how the perceptions by key stakeholders influenced the identified outcome's sustainability. For example, at the local level, despite the lack of follow-up or penalties, BES processes and tools are still used, which suggests that they are perceived as useful and relevant.

Conclusion

The evaluation found that in 2016, the education system remains decentralized, and many of BES II and BES III ideas, approaches and tools are institutionalized in the national education system. At the local level, in the schools visited, the same or similar tools, processes and approaches designed and developed by BES II and BES III to support decentralization are still in use by local communities, despite the lack of penalties for not using them. This evidence suggests that these BES ideas, resources, and the outcome to which it contributed are valued by the national government and at the local level.

Factors that influenced these findings are rooted in the strong direction and leadership provided by Government of Namibia, and a solid relationship between USAID, BES, and the government, which led to an intervention responsive to Namibian needs. The consistent and long-term commitment by USAID allowed for an iterative and incremental approach to technical assistance over a span of 15 years, which focused resources in target areas, built on the existing idea of community involvement in schools, and left core resources (from Namibian educators to systems and tools) in place. These findings provide insight regarding the factors likely to influence sustaining a donor's intervention results, long after the intervention ceased to exist through donor support. Finally, the systems approach provided a solid evaluation framework with which to answer the four EQs and gather evidence to identify the report's key findings.

I. INTRODUCTION

This report is one of four case studies conducted as part of an ex-post evaluation examining factors that contribute to sustained outcomes from basic education international development interventions. The USAID intervention selected for study that is discussed in this report is the USAID/Namibia Basic Education Support (BES) activity, Phase III.

A. Sustained Outcomes Evaluation Objectives

The Office of Learning, Evaluation, and Research in the United States Agency for International Development's Bureau for Policy, Planning, and Learning (USAID/PPL/LER) commissioned the evaluation. It has been designed and implemented through USAID's E3 Analytics and Evaluation Project.¹

The primary purpose of the evaluation was to identify factors contributing to sustained outcomes from international development interventions. These factors encompass programmatic characteristics (e.g., the design, management and implementation, monitoring and evaluation, and learning of projects) and contextual features, including local systems. A secondary purpose was to record and learn lessons from the process of designing and implementing an ex-post evaluation taking a systems approach.

I. Evaluation Questions

As per USAID's approved statement of work and the evaluation team's subsequent evaluation design,² the following evaluation questions (EQs) were addressed through this study:

- EQ 1: Were USAID-intended outcomes³ sustained?⁴
- EQ 2: What other outcomes resulted from the project⁵ (positive/negative) and were these outcomes sustained?
- EQ 3: What has contributed to or hindered sustaining the outcomes?
- EQ 4: How are the outcomes perceived and valued by those with significant stakes in the project?

The evaluation team used empirical evidence to compare the status/achievement of outcome(s) at present to their status/achievement at the end of USAID funding, and explored how the USAID activity contributed to whether an outcome was sustained.

¹ The E3 Analytics and Evaluation Project team consists of a team lead, Management Systems International (MSI), and team partners Palladium and NORC at the University of Chicago.

² The approved Evaluation Design Proposal: Evaluation of Sustained Outcomes, including Annex A; Statement of Work, are available at http://pdf.usaid.gov/pdf_docs/PA00M8CN.pdf

³ "Outcomes" is used here to mean the condition of people, systems, or institutions that indicate progress or lack of progress toward achievement of project/program goals. Outcomes are any result higher than an output to which a given output contributes, but for which it is not solely responsible. Outcomes may be intermediate or end outcomes, short- or long-term, intended or unintended, positive or negative, and direct or indirect (USAID Automated Directives System [ADS] 201).

⁴ "Sustained" refers to something that has been maintained or continued over time. In this evaluation, the reference is to the intended outcome of the USAID activity and its condition in the present time, i.e., some years after the activity's funding ended.

⁵ "Project" refers to a set of executed interventions over an established timeline and budget that are intended to achieve a discrete development result through resolving an associated problem. It is linked to the Country Development Cooperation Strategy (CDCS) Results Framework. More succinctly, a project is a collaborative undertaking with a beginning and end that is designed to achieve a specific purpose. Based on consultations between the project team and USAID/PPL/LER, it was agreed that case study research for this evaluation will focus on what USAID currently defines as an "activity," or a sub-component of a project that contributes to a project purpose.

2. Evaluation Audience

The primary audience for this evaluation is USAID/PPL, which may use it to inform program cycle guidance and tools related to the design, implementation, and monitoring and evaluation of projects and activities. This includes changes in USAID's approach to sustainability analysis during project design and guidance, and identifying factors that may foster sustainability in project design and implementation.

Other audiences include USAID bureaus, missions, and individuals involved in the design, implementation, monitoring, and evaluation of international development projects. While the evaluation may be of special interest to USAID staff who work on basic education programs, the evaluation findings on factors that influence sustainability may interest USAID staff working in areas other than education.

B. Overview of Basic Education Support (BES) III

The goal of the BES III was to increase the capacity of the Namibian basic education system to give learners the foundations for health and livelihood. To achieve this objective, BES III provided capacity building to the Namibia Ministry of Basic Education, Sport, and Culture (MBESC) and worked closely with Namibian authorities and civil society to improve education quality.

BES III assisted the MBESC to develop innovative and effective school management systems, professional development programs in support of Ministry objectives, and innovative information and assessment systems in six northern regions of Namibia: Oshana, Ohangwena, Omusati, Oshikoto, Kavango (since split into Kavango East and Kavango West), and Caprivi (since renamed Zambezi). These were (and are) some of the most densely populated regions of Namibia and faced significant developmental challenges.

BES III built on the earlier foundation of BES I and BES II to improve the quality of primary school education in three programmatic areas, aligned to three USAID intermediate objectives:

- Increasing the resilience of the basic education system to cope with the HIV/AIDS epidemic by developing effective mechanisms for reducing the impact of HIV/AIDS on education, including policies and systems for reducing the impact of teacher absenteeism, improving data management and use, promoting school and community level responses, and integrating related health content into life skills curriculum and teacher development programs. (Intermediate Objective 1)
- Improving the effectiveness of decentralized education management by building the capacity of circuit support teams (CSTs), school clusters, and parent-teacher groups to implement decentralized systems through improved data collection systems, policy analysis, and training at the regional, circuit, and school levels. (Intermediate Objective 2)
- Improving the quality of language, math, and science education in primary schools by working with the MBESC and the National Institute for Educational Development (NIED) to address pre-service and in-service teacher training needs. (Intermediate Objective 3)

BES III aided the MBESC, the NIED, parents involved with governing boards, teachers, principals, and regional and support staff.

Additional details on BES III are provided in Section IV.

II. CASE STUDY METHODOLOGY

This section describes:

- The overall design of the study, including the use of a systems approach to address the EQs;
- The research approach that enabled the team to identify appropriate outcomes for analysis and sites and informants for primary research;
- The methodologies and approaches used to analyze primary and secondary evidence; and
- Limitations and factors that hindered or facilitated the collection and analysis of data to address the EQs.

The criteria used to identify BES III as an appropriate case for inclusion can be found in Annexes C and D of the Evaluation Design Proposal.⁶

A. Evaluation Design

As requested by USAID, the evaluation used a systems approach⁷ as the guiding methodology. USAID defines systems thinking as a “set of analytic approaches — and associated tools — that seek to understand how systems behave, interact with their environment and influence each other. Common to these approaches is a conviction that particular actions and outcomes are best understood in terms of interactions between elements in the system.”⁸ Accordingly, the methodology encouraged a case study that reflects holism. This was not an evaluation of the BES III activity, nor does its presentation reflect a typical program evaluation.

To implement the systems approach, the evaluation team was guided by three specific concepts in collecting and analyzing data:

1. Commitment to multiple perspectives – the team explicitly probed to understand how different groups and individuals perceived issues/situations, differentiating between an individual or group’s common role (e.g., teachers) versus their individual values and motivations.
2. Understanding interrelationships – the team was mindful of the importance of understanding relationships among actors within the system, including how these relationships change over time and have non-linear and emergent aspects.
3. An awareness of boundaries – the team recognized the need to establish explicit boundaries for in-depth research encompassing some or all of considerations of context, actors, relationships, and perspectives, with due consideration of available resources and research capacity.

In addition to the Evaluation Design Proposal, the evaluation team lead created an Evaluation Guide to translate the more conceptual description of systems methods from the design document into what was intended to be a practical guide to help case study team members apply systems approaches during field

⁶ The Evaluation Design can be found at http://pdf.usaid.gov/pdf_docs/PA00M8CN.pdf.

⁷ This approach requires that donors and evaluators resist conceptualizing solutions in overly simplistic, acontextual, and ahistorical ways (Miller, 2016). Systems thinking demands avoidance of a single perspective (Flood, 1999; Midgley, 2000) and is the antidote to dogmatism in social problem-solving (Reynolds & Holwell, 2010). Applying systems thinking to problem-solving has the potential to lead to the identification of solutions that bring in broader, innovative thinking and do not place the donor’s intervention at the center of change or at the heart of an evaluation (Meadows, 2008).

⁸ USAID’s *Local Systems: A Framework for Supporting Sustained Development* (April 2014).

work for each of the country case study. The Evaluation Guide is available as Annex [\[Link\]](#) to the Final Evaluation Report.⁹

Guided by the systems approach, the evaluation team used mixed methods to answer the EQs. All primary data collection was qualitative; where secondary data drew on qualitative and quantitative data, which were all taken from administrative sources. The approaches used to answer each evaluation question are described below, and further described in the Evaluation Guide.

Evaluation Question 1

Were USAID-intended outcomes sustained?

The team sought both qualitative and quantitative data to understand whether USAID's intended outcome was sustained. The team identified relevant indicator(s) of outcome achievement and attempted to collect the same data for present day, although for this case, the relevant data were not routinely collected following the cessation of BES III. The team also collected qualitative data to trace forward in time the condition of the outcome to understand how the outcome may have changed over time and what else it may have influenced.

This analysis considered a temporal aspect, as it was possible for an outcome to be sustained for a period, but not through the present. When possible, the evaluation team made a preliminary determination of the extent to which outcomes have been sustained during the preparatory research, then confirmed and, where feasible, elaborated on during the in-depth field research through open and semi-structured interviews, program documents, and literature reviews.

Evaluation Question 2

What other outcomes resulted from the project (positive/negative) and were these outcomes sustained?

The team purposively sampled key actors in the system and, drawing upon open-ended and semi-structured interviews, probed for unanticipated outcomes with a focus on processes and outcomes linked to USAID's efforts. The team also reviewed program documents and literature reviews, and gathered data using systems methods such as maps and timelines.

Evaluation Question 3

What has contributed to or hindered sustaining the outcomes?

The team gathered data from sampled actors in the system and using semi-structured interviews probed for in-depth information. They also drew information from document reviews and literature reviews. The team used systems maps and timelines to gather data that described activity achievements and results over time, noting how the activity contributed to changes in the system (specifically changes in structures, processes, quality, and behaviors).

⁹ [\[Link to Final Evaluation Report\]](#)

Evaluation Question 4

How are the outcomes perceived and valued by those with significant stakes in the project?

The team relied on qualitative methods, such as open-ended and semi-structured interviews, to gather data to use in developing an in-depth understanding of how a wide range of actors and institutions did and do perceive and value intended and unanticipated outcomes.

B. Phase I Evaluation Research

I. Document Collection and Review, Literature Review, and Exploratory Interviews

Activity Document Review

The case study team collected available BES activity documents that they could identify from public and non-public sources, including by contracting a Namibian junior researcher to review and copy relevant hard-copy documents available at USAID/Namibia. Few documents were identified.

The team initially used two documents¹⁰ to identify the outcomes¹¹ achieved by the project and to describe the actors, dynamics, and events that influenced or continue to influence education delivery with respect to these outcomes. While extremely limited, these data provided partial descriptive information including a:

- Partial understanding of the activity and its implementation;
- Partial understanding of the outcomes achieved by the activity; and
- Partial list of the key national and education policy changes relevant to the evaluation.

This process identified clear gaps in the data, contradictory data, unclear findings, and an early list of key actors to interview.

Literature Review

The team reviewed literature to develop a better understanding of the formal education system and formal and informal actors who influence the delivery of education. The literature review, in conjunction with the activity document review, helped to inform the exploratory interviews, draw initial systems maps, and begin a timeline of key events. See Annex D for a list of documents consulted.

Exploratory Interviews

The lack of documents and the conflicting information in those that were available resulted in the team relying on its open-ended interviews with key stakeholders, sometimes interviewing the same person multiple times to clarify information and dig deeper. Due to limited written information, these initial interviews were instrumental for understanding and describing the activity, understanding relationships, identifying additional documents and key actors, and finalizing the evaluation approach and its related fieldwork. Initial intensive interviews took place prior to the team planning meeting (TPM) and then throughout the entire research period, where having a Namibian-based team was instrumental.

¹⁰ The Academy for Educational Development. “Basic Education Support Phase III – Final Project Report.” (November 2009) and Dall, F. “Impact Evaluation of USAID’s Support to the Education Sector in Namibia (1990–2009)” U.S. Agency for International Development (2009).

¹¹ The study focused on one outcome of interest that was documented as achieved during the life of the activity in activity documents.

These initial steps prior to the TPM were critical to the evaluation and yielded important evidence with which to further refine the evaluation process. The in-country team also spent considerable time prior to the TPM identifying and accessing documents through their local connections, conducting an exhaustive interview process and then piecing together evidence through an intensive triangulation process. This process identified data that was necessary to advance the evaluation to the next step, and eventually construct a holistic narrative. As one case study team member noted, “It was needle-in-the-haystack stuff.”

2. Planning and Scoping Trip

During May 2016, the case study team conducted a planning session in Windhoek, Namibia, that included two key education experts. This planning session had four objectives:

- Introduce systems evaluation and the evaluation approach to the case study team.
- Identify the outcome to be explored, identify the boundaries of that system and the geographical areas, and generate a list of key actors.
- Collect information to adapt the evaluation tools and further inform context timelines.
- Identify logistical and other issues related to the evaluation and to plan a way forward.

Prior to the planning session, the case study team interviewed an additional seven people; reviewed all identified documents; prepared a presentation that summarized BES, its outcomes, and its identifiable results; and developed an initial context timeline that described political, cultural, economic, and educational changes in the identified timeframe. The case study team then identified two education experts who were familiar with the BES activity and the changing education system in the period before, during, and since the completion of the project. The case study team invited the education experts to participate in the one-week planning session and provided the project summary and context timeline to them prior to the event.

During the planning session, the experts identified additional documents and worked with the team to supplement the draft descriptions by identifying additional educational, political, cultural, and economic events from the implementation of BES to present. With support from the expert panel, the case study team selected an outcome on which to focus, defined boundaries for the study, and identified potential key informants. This is further described in Section II: Outcome Selection. The team then decided on the research boundaries, boundaries of the “system” in which education sector change took place,¹² and developed a focused system map that would subsequently be used both as a tool in interviews with key informants and as part of the data analysis.

Key Point: The planning session provided a process that engaged with the necessary information needed to select the outcome of interest for the case study and laid the foundation for an empirical and transparent evaluation that enables cross-case comparison. This was accomplished through data and information being prepared prior to the planning and scoping trip, and an organized process during the week in-country for an intensive, guided review of data. The process included a review of draft maps that identified key actors and relationships, and an extensive timeline that noted economic, education, social and global initiatives, activities, actions or policies for the time under study.

¹² Two criteria were used to establish the boundaries for the system of enquiry: (1) Were the elements/factors likely to be connected to the potential outcomes and are likely to have influenced sustainment? (2) Were the elements/factors accessible, and could potentially be investigated within the time and resources of this evaluation?

3. Outcome Selection

The case study team selected for its unit of analysis the outcome: **improved effectiveness of decentralized education management**.

Choosing one outcome resulted from several factors: First, in-depth, empirical knowledge required substantial resources, which permitted exploring only one outcome. Second, this is not a performance evaluation of BES; it is an evaluation to understand what influences sustainability in a setting long after USAID funding has ceased. Selecting one outcome can provide a solid place to begin to understand this and to address USAID's EQs. Third, this evaluation approach had never been tested. Testing the approach to see if it resulted in useful information also suggested the need to begin by looking at one outcome.

The case study team considered each of the following three intermediate results (IRs) of BES III to be potential outcomes of interest:

- IR 1: Increased resilience of the basic education system to cope with the AIDS epidemic.
- IR 2: Improved effectiveness of decentralized education management.
- IR 3: Improved quality of language, math, and science education delivered by primary schools.

Working with the education experts in the planning session and informed by the evaluation guide, the case study team used four criteria to select the outcome(s) of interest:

- 1) Intensity of intervention: Did BES activities relating to this outcome continue for the duration of the project?
- 2) Sufficiency of data: Is it likely that sufficient data will be available to understand the nature of the outcome and the extent to which it was sustained?
- 3) Centrality to improving learning performance: Recognizing that improved student learning is the ultimate objective of basic education, was the outcome likely to have contributed to this objective?
- 4) Existence of “ripple effects”: Is the outcome likely to have contributed to continuing changes to the delivery of basic education following the completion of the project?¹³

The outcome “improved effectiveness of decentralized education management” met all of these criteria and the education experts validated the decision to focus on this outcome. Two other reasons supported the selection of this outcome over the other BES III outcomes:

- BES III IR 1 was not delivered as part of BES for the full duration of the activity. It was transferred to an alternative USAID program and continued beyond 2010, which violated one of the conditions for this ex-post study.
- The expert panel raised concerns about both the availability and reliability of the data used to measure performance of IR 3 (“Improved quality of language, math, and science education delivered by primary schools”).

¹³ This criterion is directly linked to the foundational concept for the system approach, which is to identify and engage with a fluid outcome.

For the selected outcome, only one proxy indicator used during project implementation was potentially measurable: “Percentage increase in the number of school boards implementing school development plans (SDPs).”¹⁴ This indicator is described further in the Section V: Case Study Findings.

C. Phase II Evaluation Research

Primary field research for this case study took place between May and August 2016. The case study team reviewed project, government, and other relevant documents that covered the BES implementation period. The team then conducted interviews at the national level over several months and interviews in the Kavango Region over two weeks.

I. Sampling Approach

This sub-section describes the criteria applied to select sites and key informants. The case study team applied the sampling criteria relying on information collected during scoping research and engaged with Namibia education experts who validated the sampling decisions.

Site Selection

The case study team worked with the expert panel during the planning session and applied two selection criteria to identify the geographic region where research would be conducted:

- Sites should be data-rich (e.g., people were at the site when the implementation took place; sites have previous evaluation data).
- Sites should be accessible (e.g., the team can physically get there within the evaluation time and budget; the team is likely to be granted permission to visit that site).

Applying the criteria using information provided by the education experts, the literature review, document review, and interview data, the team selected the Kavango Region, with its relative ease of movement between schools and access to people and data. Two education specialists and a senior ministry official, the deputy permanent secretary, endorsed the selection.

Within the region, the team identified the circuits (smaller administrative bodies) that had benefitted from BES support and then, within these circuits, selected specific schools and school communities that met three criteria:

- Only BES target schools would be selected so sustainment could be assessed.
- The sites needed to be physically accessible to the case study team and likely to have a broad range of potential stakeholders with whom to conduct research.
- The site was likely to be “data-rich.”

Two senior education officials who had been involved with BES guided the site selection process, and the panel of education experts vetted their recommendations. Due to logistical and resource constraints, the team decided to visit three schools. However, during field research, the team received strong recommendations from key informants that an additional school community was likely to have valuable data, so the team opted to include this school in the research after ascertaining that resources were available for this expansion. Table I lists the four schools selected for primary research.

¹⁴ The other outcome indicator for decentralized management, “Percentage increase in Circuit Support Team scores on the index of effectiveness,” was never utilized by the BES project and was removed from the Cooperative Agreement in 2009.

TABLE I: SCHOOLS VISITED IN SELECTED REGIONS

School	Location	Circuit	Region
Rudolph Ngondo Primary School	Urban; 1 km	Rundu	Kavango East
Sikanduko Primary school	Rural; 10 km on tar road	Ncuncuni	Kavango West
Sauyemwa Primary School	Urban; 4 km on tar road to Nkurenkuru	Rundu	Kavango East
Uvhungu Vhungu Combined School	Rural; 10km on dirt road to Vhungu Vhungu	Shambyu	Kavango East

Key Informant Selection

The case study team worked with the expert panel during the planning session to identify potential key informants for the research. The team applied four selection criteria to identify initial informants:

- High likelihood of being able to contact the person, and a willingness to engage.
- High relevance in terms of the informant’s ability to talk about the topic (e.g., are they in contact with the initial implementation area; are they knowledgeable about the technical or local area).
- Ability of the range of respondents to yield different perspectives on the outcome of interest.
- Three actors in each of the categories, as possible, with higher representation in the implementer and beneficiary categories.

Although the planning session identified many potential informants (roles or individuals), the process allowed for designating additional persons who could provide valuable information. To identify these additional respondents, the team used “snowball sampling,” obtaining names from one informant about other possible informants. Instances where the team used snowball sampling (which inherently involves the potential for bias by letting others define target sources) included the following:

- An informant provides an additional respondent with specific valuable information about either the condition of an intended outcome or an unplanned outcome;
- An informant provides information about an individual or individuals who can speak knowledgeably from a unique (or relatively unique) perspective about why the outcome was or was not sustained.

Potential Bias of Utilization Focused Sampling

The evaluation team used purposeful sampling strategies at all levels, from case selection to site selection to the selection of individuals. The primary reason for adopting this sampling approach was practical. To gather data in a school system for an activity that ended seven years’ prior, the team needed to identify individuals who remembered, and at best were involved in, the activity and would be familiar with the context today. Randomly selecting schools and hoping to find people who remembered BES III would likely not have provided data necessary to answer the evaluation questions.

The team selected schools and respondents that would be more likely to provide information of sufficient depth and detail to rigorously identify key factors influencing outcome sustainment – and which could credibly inform future decision-making with regards to program cycle planning. While purposeful sampling enabled solid empirical data collection and contributed to an effective evaluation, this sampling approach is inherently biased. Findings drawn from this study may be analytically generalizable, but they are not representative of BES III or USAID education interventions more generally.

Further discussion of and justification for the team’s adopted sampling approach can be found in the Evaluation Guide.¹⁵

Triangulation

Triangulation is a method that avoids dependences on the validity of any one source. Data triangulation took place throughout the research process for this case study, and the team used all four types of triangulation described by Denzin (1978) and Patton (2015): multiple research methods, multiple sources within one method, multiple analysts, and multiple theories and perspectives.

2. Primary Data Collection

The team conducted 37 interviews with 50 people. This included 16 key experts at the national level and 21 regional-level interviews, as well as interviews with former BES staff members and consultants living abroad. Every respondent provided an oral informed consent to participate in the study. The consent, which committed to confidentiality for respondents, is noted on each of the interview notes. Anonymity was provided to respondents only upon request, as concealment of the identity of respondents may undermine the case study findings (Patton, p. 343). Toward the middle of the data collection, the team began to reach data saturation on certain elements of the narrative, and by the end of data collection, the team had reached data saturation for the narrative provided in the findings. Annex C provides a full list of people interviewed.

D. Data Analysis

The data analysis for the case study took place in four iterative phases.

1. Pre-Fieldwork

The Team Lead, Education Specialist, two Namibian researchers, and the Research Manager reviewed and analyzed existing BES documents, external literature, and initial interview data to understand the activity, outcomes associated with BES III, the nature and modalities of the interventions implemented by BES, and the key actors. The Research Manager, the Education Specialist, and the Team Lead oversaw the review. The Case Study Lead reviewed the documents and the analysis, and the two expert education experts reviewed the summaries.

2. During Fieldwork

At the end of each day of fieldwork, case study team members reviewed their interview notes against the EQs and their understanding of the various systems to incorporate insights gained from the research conducted that day. The didactic review created structured time for the team members to reflect on the data to inform and identify data gaps, to confirm and disconfirm evidence, and to use this information to guide subsequent interviews and focus the narrative, adapting the interview guide as appropriate. The iterative process also enabled the case study team to identify initial findings.

3. Data Analysis Workshop

In the week following the conclusion of data collection, the team convened an analysis workshop. Prior to the analysis workshop, the Case Study Lead, the Education Specialist, and the two researchers cleaned and typed all interview notes. In addition, on the day prior to the workshop, the case study team conducted preliminary data analysis and prepared for USAID’s participation in the process,

¹⁵ [\[Link to Final Evaluation Report\]](#)

including discussing USAID’s reasons for observing and developing handouts, PowerPoint presentations, and timelines for USAID’s use.

The analysis workshop took place over three days and sessions were led both by the Evaluation Team Leader and the Case Study Lead. Throughout the process, the Evaluation Team Leader guided the discussion with questions, enabling the case study team to further reflect on the data and analyze it against the EQs. All data analysis took place manually (i.e., the team did not use specialized software designed for qualitative analysis) and the Research Manager and the Evaluation Team Leader, as well as the researchers and experts themselves, took notes.

While the initial stages of data collection were generative and emergent, the analysis workshop represented an opportunity to deepen the team’s understanding and insights and confirm (or disconfirm) emergent trends and patterns. The Evaluation Team Leader and the Case Study Lead the workshop, which took place in several analytical stages, as follows:

- The Case Study Lead presented the first analytic stage of the workshop, which focused on identifying what remained of USAID-intended outcome and whether unanticipated outcomes (and activities, structures, etc.) existed that could be linked to the USAID activity. Each team member, using the cleaned data sets, engaged in a general analytical discussion that enabled an empirical understanding of what remained.
- The Evaluation Team Leader oversaw the second stage of the analytical process, during which the team sought to identify factors that may have contributed to the sustainment (or not) of outcomes. During this stage, the team applied the data to rubrics developed by the evaluation team to guide analysis.¹⁶ Use of rubrics enabled a transparent discussion around the key actors and their contributions, as well as the system’s push/pull factors, by sorting data according to motivations, expertise, control, and legitimacy. Throughout this process, the team created or revised system diagrams/maps based on data interpretation, and revised the narrative (an example of triangulation). At the end of this analysis session, the team discussed the findings and compared alternative system maps, drawing on data that confirmed or disconfirmed the findings, then revised the narrative as appropriate (an example of triangulation).
- The Case Study Lead facilitated the third stage in the analytical process, during which the team reviewed the same data using a different lens to identify how outcomes were perceived and valued by those with significant stakes in the project (providing an example of data triangulation).
- The Evaluation Team Leader conducted the final stage, during which the group collectively discussed the findings to identify relevant systems dynamics from the data and analysis undertaken thus far. Here, the discussion drew on Appendix M of the Evaluation Guide, “Systems Dynamics Analysis,” which both contained and guided the discussion (and provides an example of triangulation). The Case Study Lead directed the process.

The second day of the workshop included bringing USAID up to speed on the process, the timelines, and the maps. During this session, USAID questioned the case study team about how to improve this type of evaluation in the future as part of collecting data for the secondary purpose of this study: to record and learn lessons from the process of designing and implementing an ex-post evaluation taking a systems approach. Then the case study team members discussed their experiences and early understanding of the case with USAID while the Research Manager and the Evaluation Team Leader took notes. On the third day, the case study team used the notes to form an initial narrative. Team

¹⁶ The rubrics utilized by the case study team are described in the Evaluation Guide, available as Annex ____ to the Final Evaluation Report at [\[Link to Final Evaluation Report\]](#).

members then checked the narrative against multiple forms of data to ensure data strength and interpretation.

4. Post-Workshop Research and Analysis

The Case Study Lead wrote the next version of the narrative, which the Evaluation Team Lead reviewed using the findings from the analysis workshop and the raw data. Working together, they conducted additional research with respect to the draft findings by reviewing various sources. Several additional clarifying interviews took place, after which one education expert and one team member reviewed the draft analysis to ensure a consistent and empirical narrative. The draft was then shared with USAID/Namibia to elicit Mission feedback. Early reviews resulted in slight changes; making these resulted in confirming the narrative provided in this report. All data were provided to the MSI home office for storage.

E. Study Limitations and Facilitators

I. Study Limitations

The study has three possible limitations.

Incomplete Documentation from BES: Few BES activity documents, such as proposals, work plans, monitoring plans, or reports, were available. For BES III, the main phase under review, the only available project documents were the first semi-annual and final report. The documents available provided conflicting results frameworks and conflicting descriptions regarding the activity and the results. This strained the team’s understanding of BES, which then required a considerable amount of effort, mostly through qualitative interviews, to piece together what happened in BES. The data and report were not negatively influenced; the lack of written data only meant that the team had to spend an inordinate amount of time triangulating basic descriptions.

Resource Constraints: Due to resource constraints, the case study team focused on one region (Kavango) in Namibia and, within that region, four schools and school communities. It is possible that conducting the study in a larger number of regions or with a larger number of schools and school communities may have yielded a different perspective and additional factors that contributed to or hindered the ability to sustain the outcome of interest in those communities. However, the chosen region received a significant portion of the BES III intervention and therefore had the highest probability to yield data that would answer the EQs.

Resource constraints did not pose any significant limitation on understanding what happened in the four communities studied. Further, the Evaluation Team Leader does not view the resource constraints as a limitation because data saturation was met that enabled the team to answer the EQs based on one case. The intent was not to study BES; the intent was to understand if something remained, and if so, what factors contributed to that finding.

Respondent Cognitive Biases: Key informants constituted the primary source of information in answering all EQs. Interview data are well known to be prone to cognitive biases on the part of the respondent and/or the interviewer. These include social desirability or acceptability bias — the tendency of individuals to provide responses that they believe will be “socially desirable” in the context or desirable from the researcher’s/sponsor’s point of view. The evaluation team mitigated potential cognitive biases in the research to ensure the validity and reliability of its findings using systematic triangulation of interview sources, appropriate selection of a range of interview participants, and expert validation of data.

2. Facilitating Factors

Several key factors facilitated the evaluation's implementation. The team composition played a critical role in data collection and analysis, combining broad sector knowledge, deep local knowledge, and networks at the national, regional, and local levels. A structured guide, thorough training on the methodology, and continued support from the Evaluation Team Leader ensured that the local team was well prepared for, and supported, during field work and data analysis. Further, selecting a successful program to investigate encouraged respondents to speak candidly and with enthusiasm to the case study team and increased the likelihood of identifying fluid outcomes, which in turn influenced the richness and depth of the data. The case study team, citing facilitating factors, mentioned the highly experienced Case Study Lead, who brought solid evaluation and qualitative research knowledge, an understanding of systems evaluation, and process facilitation skills, and an education lead with knowledge of multiple education contexts.

F. Case Study Team

The Namibian-based case study team included a case study lead, education specialist, senior researcher, and a researcher. There was one U.S.-based researcher. Two Namibian education experts provided invaluable guidance, insight, and validation of findings. Team member profiles can be found in Annex E.

III. NAMIBIAN CONTEXT

This section provides a description of the context in which BES Phase III was delivered and in which it continues to influence the sustainment of the outcome of interest. Following the Namibia country context, this section describes the context for education policy and the formal and informal structures that govern the delivery of basic education.

A. Broad Namibian Context

Namibia is a southern African country, about twice the size of Germany and half the size of Alaska, divided into 14 political regions. It is one of the least densely populated countries in the world with just over 2.4 million inhabitants. The capital, Windhoek, is the country's largest city with 326,000 inhabitants.

A former German colony, Namibia was occupied by South Africa during World War I and after World War II was placed under the protection of Britain, which subsequently passed it to South Africa. South Africa failed to carry out its League of Nations mandate to bring Namibia to self-determination, instead exporting its apartheid regime. In March 1990, Namibia gained independence after a drawn-out, 25-year liberation struggle led by the South West Africa People's Organization (SWAPO). SWAPO contested and won the first democratic elections in 1989 and has been in power ever since with a large majority. Today, Namibia has a constitution and is a functional, multi-party democracy governed by a president, deputy president, prime minister, and deputy prime minister. It also has sectoral ministers who are appointed by the president.

Ranked as an upper-middle-income country, Namibia remains one of the most inequitable countries in the world in terms of income and wealth, with an income Gini coefficient of 0.5971.¹⁷ More than one in four households live in poverty, with the highest incidence of poverty in the Kavango Region, where this study is situated.

While Namibia was under its rule, South Africa extended its apartheid policies to Namibia, evident in the application of discriminatory education policies embodied in the Bantu Education Act of 1953. White South Africans designed the act to suit the "nature and requirements of the black people."¹⁸ The country's education system, intended to reinforce apartheid and fragmented along racial and ethnic lines, had vast disparities in both the allocation of resources and the quality of education offered. Bantu education received one 10th of the resources allocated for white children's education and left schools in the populous and deeply disadvantaged northern regions with a largely unqualified teaching force and a severe lack of infrastructure.

I. Key Factors

These five contextual facts, the vastness of the country's geography, its apartheid history, its classification as an upper-middle income country (apparently linked to donors exiting the country around the same time), its massive inequality, and the state of its education system are all critical factors in explaining the evaluation's findings, and are discussed or used to interpret data in Section V: Case Study Findings.

¹⁷ Namibia Housing Income and Expenditure Survey, 2009/2010.

¹⁸ Act No. 47 of 1952, Bantu Education Act

B. Context for Educational Policy Reform

Post-independence, Namibia initiated educational reforms that aimed to drastically address inequality in education and USAID engaged with the GRN to support this effort. Understanding the country's educational reform history is fundamental to understanding USAID's role in educational reforms; this grounds the case study report's findings. Through this history, this report highlights three key elements that significantly supported educational reform in Namibia and provided the backdrop for USAID's involvement, which led to a 20-year partnership with the Ministry of Education (MoE), later named the Ministry of Education, Arts and Culture (MEAC):

- Strong Namibian leadership;
- Support from donor and volunteer organizations; and
- Political commitment reflected in political papers and policies.

1. Namibian Leadership

During the pre-independence, exile period, Nahas Angula, SWAPO's secretary for education, who became Namibia's first Minister of Education in 1990, began thinking about how to reform the education sector. A visionary educationalist, he was an early proponent of learner-centered, progressive education, which he viewed as a pathway to creating a more egalitarian society. Under his leadership, Namibia could initiate the reform of its education sector.

When Angula moved to the new Ministry of Higher Education and Vocational Training in 1995, his successors carried his vision forward. The Hon. John Mutorwa, who headed the Ministry of Basic Education and Culture (MBESC) from 1995 to 2005, played a critical role in driving reform, as did the late Abraham Iyambo, minister of education from 2010 until his death in 2013.

2. Donor Support

During the 1980s, the Scandinavian countries supported Angula to hone his education vision and prepare for independence. Two pivotal initiatives included scholarship funding for Namibian students in exile, which built a future cadre of committed and progressive educationalists, and the funding of model schools in Zambia, Angola, and the Democratic Republic of the Congo to test Angula's ideas for Namibian education.

By the time of independence in 1990, Minister Angula's vision was ready to be implemented and he turned to his European supporters for funding. Many countries answered this call, including Denmark, Norway, Sweden, the United Kingdom, and the European Union, among others; they brought with them a critical mass of high-quality, like-minded education experts. The deployment of several hundred education-sector volunteers from the U.S. Peace Corps and World Teach, the UK's Voluntary Service Overseas, and others from countries such as Australia, Ireland, and Switzerland supported these efforts.

3. Political Commitment

While several strategic papers and policies describe the government's commitment to educational reform, two critical documents¹⁹ confirm it. These are the Namibian Constitution of 1990, which enshrines access to the right to education and access to free, universal primary education, and the

¹⁹ In addition to these central expressions of government commitment, the GRN produced several development plans, laws, and regulations that demonstrated its commitment to education reform, including specifically "Education for All — Development Brief for Education, Culture and Training of 1992/3," the Education Act No 16 of 2001 and the Education for All Plan of Action 2002-2015.

government's successive national budgets, which consistently provide education with more than 20 percent of the national budget.

Central to all Namibian education policies and strategies are four pillars: access, equity, quality, and democracy. These critical pillars demonstrate a fundamental pedagogical shift to learner-centeredness and a structural shift to greater decentralization of the education system. As noted by the director of the Namibian Institute for Educational Development (NIED) in 2009: "Reforming education in Namibia has meant moving from a racially segregated, exam-driven system based on rote memorization of factual knowledge to one that is based upon the concepts of constructivist education theory."

Key Factors

These three key factors — strong Namibian leadership, donor support, and political commitment — set the stage for dynamic, multi-faceted, development in the education sector. To then implement educational reform, the MoE negotiated a strategic division of labor among development partners and requested USAID to support reform in basic (primary level) education in six of the previously most disadvantaged and populous regions of northern Namibia. A fourth factor was USAID's appropriate and immediate response to this request, which signifies the beginning of a strong relationship between MoE and USAID. Using a systems lens, these key factors suggest elements of a critical path and suggest one analytic perspective to explain the evaluation findings.

C. Structure of the Namibia Education System

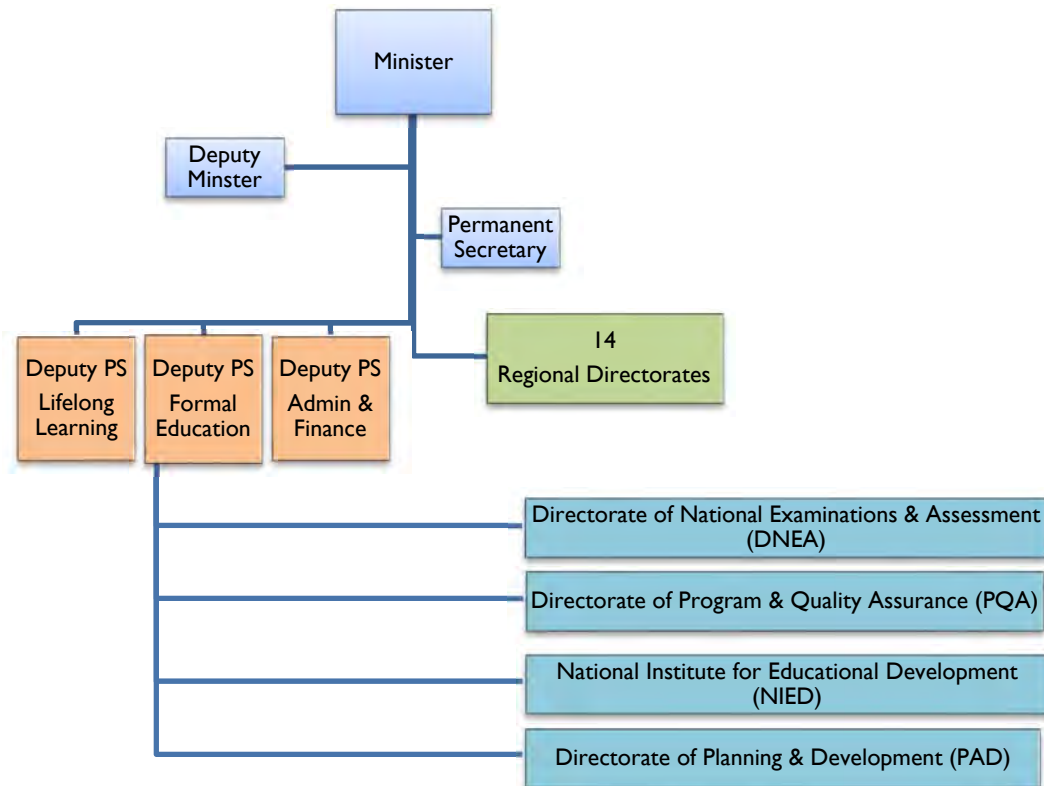
I. Formal Structures

Between 1990 and 2016, the education ministry changed its form and leadership several times.

- In 1990 the Ministry of Education, Culture, Youth, and Sport (MECYS) was formed, with "youth and sport" removed from the ministry's portfolio in 1991, leaving it as the Ministry of Education and Culture (MEC).
- In 1995, the ministry split and Minister Angula shifted to the new Ministry of Higher Education, Vocational Training, Science, and Technology (MHEVTST), while the ministry responsible for school-level education and adult learning, education, and culture, became the Ministry of Basic Education and Culture (MBEC).
- In 2000, the Ministry of Youth and Sport was abolished, with sport being added to the ministry's basic education portfolio and "youth" going to higher education, thus becoming the Ministry of Basic Education, Sport, and Culture (MBESC). The two ministries were recombined in March 2005 to form the Ministry of Education (MOE).
- On March 21, 2015, the Ministry of Education was again transformed to the current Ministry of Education, Arts, and Culture (MEAC) and the separate Ministry of Higher Education, Training, and Innovation formed.

Figure I depicts the formal structure of the education system today.

FIGURE 1: STRUCTURE OF NAMIBIA'S FORMAL EDUCATION SYSTEM



Since Minister Nahas Angula became the Minister for MHEVTST in 1995, another five ministers have been responsible for basic education. Despite these changes, the focus on devolution of basic education to the regions and schools does not appear to have waned.

Further, while the portfolio of the ministry in charge of basic education has changed, the ministerial structure has remained largely unchanged. The ministry has continued to be headed by the minister and deputy minister, with a permanent secretary acting as the administrative head and accounting officer. Supporting the permanent secretary at the executive level are three deputy permanent secretaries. Each of the 14 political regions has a governor and a chief executive officer and a regional director of education who heads each regional educational office.

Each region is divided into five to 10 circuits, each of which comprises approximately 35 schools. Every circuit has a circuit inspector of education who reports to the deputy director at the regional office level. The circuit inspector heads a circuit education office responsible for supervising and supporting schools in the circuit, acting as the liaison between schools and the regional office.

Key Factor

Understanding this structure and the role of the Circuit Inspector is central to the narrative described in the Findings section of this report.

2. The Cluster System

In some regions, schools are grouped into clusters of four to eight schools that are geographically accessible to each other. One school is selected as the cluster center and a skilled and experienced

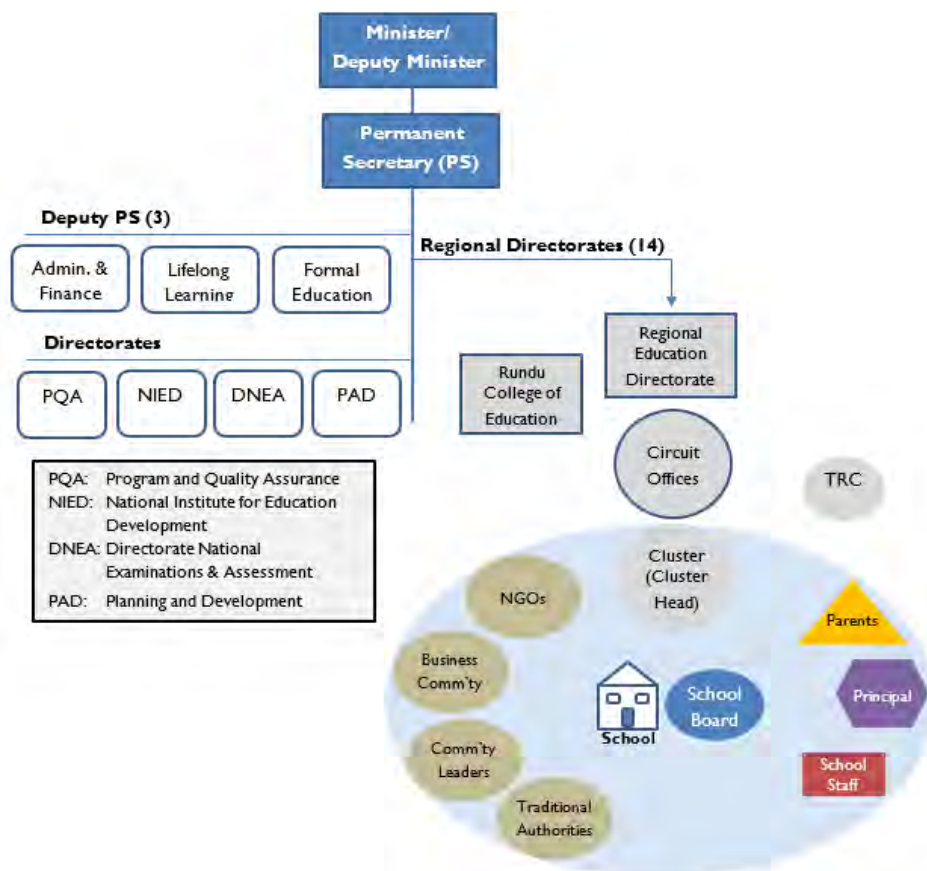
principal serves as the cluster center head. The cluster system was initiated and first implemented in the Rundu Education Region (Kavango Region) in 1996.

The German-funded Basic Education Project (BEP) supported the early development and structure of the system, which was increasingly taken up by the Rundu Regional Education Office as the benefits became apparent.²⁰ The cluster system provided support to isolated schools that had organizational and other challenges.²¹ As a result of the cluster system, the circuit inspector could more regularly meet with schools and the schools could support each other through joint problem-solving, sharing professional expertise, exchanging materials, joint exam-setting, and peer-to-peer learning and exchange.

While another donor introduced the clusters and they were not a formal part of the education system, they were informally²² rolled out across the country. During BES II and BES III, clusters provided the forum through which much BES support (e.g., training) was provided. After BES III ended, the cluster system shut down in many areas, including the Kavango Region, where this evaluation took place. This was a result of the Namibia National Teachers Union (NANTU) that called a halt to the system, due to the cluster center principal's additional workload and the lack of resources to support this.²³

Figure 2 shows the relationship between the central, regional, and local administration.

FIGURE 2: EDUCATION SYSTEMS MAP WITH NATIONAL AND LOCAL STRUCTURES



²⁰ Raison, National Survey – Clusters in Namibia: A review of progress over 11 years, and the way forward (2007)

²¹ Raison, The School Cluster System in Namibia, a Framework for Quality Education, 2002. MBESC & GTZ

²² While the government used the clusters, they were never financially supported or became part of the formal structure.

²³ In some regions where NANTU is not strongly supported, the cluster system is still in operation.

Evidence collected during the case study suggests that this structure has remained essentially unchanged between 1990 and 2016 in the Kavango Region, and within the schools visited, with one exception: the cluster system in the region where this case study took place is no longer functioning.

Key Factors

The key factor in this section is understanding how different systems influenced the sustainability of results by understanding the cluster system and its demise. The clusters resulted from another donor's intervention and provided the platform for BES III to provide technical support. The education system never formally adopted this, and the political system (NANTU) later shut this down, thus negatively influencing continued support to teachers, principals, and school boards. Both sets of data clearly demonstrate how clusters provided a critical pathway for attainment of results, and show that blockage of this pathway hindered BES III's contribution to those continuing results.²⁴

²⁴ The list of selected systems analytical lenses is described in the evaluation guide, Annex M: Data Analysis and Report Writing – Systems Dynamics Analysis.

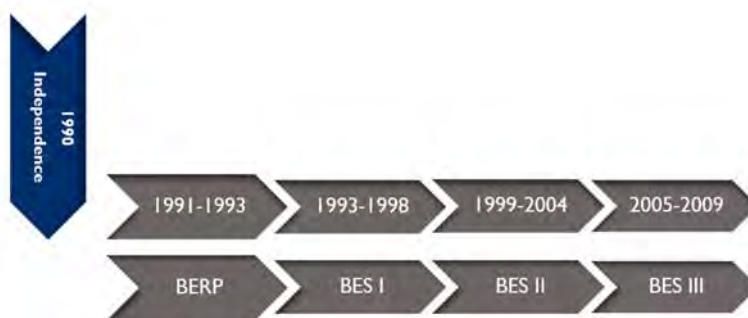
IV. BASIC EDUCATION SUPPORT ACTIVITIES

A key strategy in Namibia’s education reform was to decentralize the management of education to the regions, circuits, and schools. USAID designed BES to respond to this (see discussion in Section I). BES I²⁵ provided support at both national and regional levels, BES II shifted to regional and school level support,²⁶ and BES III built on the gains of BES II.²⁷ This report focuses on BES III; BES II is discussed to some extent as each phase builds on the other, and are at times hard to disentangle. The narrative is also heavily influenced by Namibia’s history, as described in Section III, as well as USAID’s preceding activities: BERP, BES I, and BES II.

The USAID outcome studied in this evaluation is “Improved effectiveness of decentralized education management.” This outcome supported the decentralization and democratization of the education system, two key aspects of the GRN’s reform agenda.

Due to the importance of USAID’s long commitment of support to basic education in Namibia in the sustainment of the outcome of interest (see Findings), a short history of USAID education programs in Namibia is provided below. USAID support for basic education in Namibia began in 1991 and continued throughout the period culminating with BES III, which ended in 2009. Figure 3 provides a timeline of USAID support.

FIGURE 3: BERP AND BES ACTIVITY TIMELINES



A. Basic Education Support (1993 – 1998)

Shortly after Namibia’s Independence in 1990, the U.S. Government (USG) began its support program for education in Namibia. In 1991, the Basic Education Reform Program (BERP) was initiated with a grant of USD \$16 million through USAID. While BERP had its challenges, it also paved the way for the Basic Education Support (BES) activity in 1993. To determine the purpose and focus of BES, USAID engaged with the GRN and Minister Angula’s reform agenda and framework. Through these discussions, USAID established the beginning of a solid relationship with the GRN that exists today. In direct response to the government’s request, BES focused its reform efforts on primary-level basic education in six of the previously most disadvantaged and populous regions of northern Namibia.

Specifically, interview data show that BES was designed in support of the Ministry of Basic Education and Culture’s (MBESC’s) goal to establish “an effective, efficient, and sustainable basic education system that

²⁵ IR 4: “Enhance the institutional and professional capacity of Namibian educators to plan and manage and improve the basic education system.”

²⁶ IR 2.3 “Improved school support and management systems established.”

²⁷ BES II / BES III Transition Conference Final Report Narrative Summary, Equip 2, November 2004.

would be both accessible and appropriate for all Namibian children.” BES I had four intermediate objectives:

- Intermediate Result 1: Improve the quality of Namibia’s basic education system.
- Intermediate Result 2: Increase the quality and supply of basic education textbooks and other instructional materials.
- Intermediate Result 3: Establish a rational and equitable financial resources base for the sustainable delivery of quality educational services.
- Intermediate Result 4: Enhance the institutional and professional capacity of Namibian educators to plan, manage and improve the basic education system.

From the outset, data suggest that BES was designed as an integrated, and multi-faceted intervention focused on dimensions which were core to the education reform agenda – support to curriculum reform, teacher education, and decentralization and democratization of the education system. A noted factor of the BES approach was the selection of target or so-called ‘BES Schools’, which was both critical to the success of the whole-school approach and the piloting of approaches for later adoption nationally (where appropriate) but also sometimes criticized for being unsustainable and difficult to take to scale.

B. Basic Education Support II (BES II) (1999-2004)

Following a participatory evaluation of BES I, carried out in 1998, the BES Steering Committee developed the Results Package for the \$9.27 million BES II activity. The committee’s aim was to augment and realign what had been started under BES I to underscore the importance of MBESC’s leadership role, ensure the most effective and efficient support of ministry priorities, as well as ensure harmonization with the Second National Development Plan (NDP2). Underpinning all of the education improvement was the embedding of learner-centered education and utilization of new assessment methods, primarily continuous assessment (CA).²⁸ Under BES II, the focus shifted from school-level interventions to strengthening decentralization and democratization at the community, cluster, circuit, and regional levels under the mantra “building capacity from within.” Circuit support teams (CSTs) were initiated in the six regions and increasingly drove BES II activities at this level.

The new plan provided a transitional phase from BES I and a new focus area on parental and community support in the 410 target schools, including support for the development of school councils, school improvement programs (SIPs), school self-assessment (SSA), and small grant protocols. Additionally, with the country devastated by the burgeoning HIV epidemic — the education sector particularly hard hit by teacher illness and deaths and the growing population of children made vulnerable by illness and deaths in their families — attention was given to addressing HIV awareness and orphan and vulnerable children (OVC) support beginning in 2003.²⁹

Although documents are limited about the delivery of the BES II activity and its results,³⁰ the report of the *Namibia Basic Education Support BES II/BES III Transition Conference* in November 2004, as well as review of the USAID *Power of Persistence* case studies³¹ provides some information. *Power of Persistence* notes the importance of regular regional workshops for professional development of teachers and managers. Critical enquiry and reflection at these workshops helped embed greater understanding of the educational strategies and reforms and instilled incremental ownership.

²⁸ USAID Intervention Summary Description BES II.

²⁹ USAID Intervention Summary Description BES II.

³⁰ The case study team could identify only the first annual report and no end-of-phase report.

³¹ *The Power of Persistence: Education System Reform and Aid Effectiveness Case Studies in Long-Term Education Reform*, USAID, November 2010.

The conference report reflected on the importance of people in the system in bringing success. The report notes that parents, learners, teachers, advisory teachers, inspectors of education, directors, and MBESC senior officers had all contributed significantly to the achievement of BES II targets. When the 100 or more participants were asked to name BES II's single most important achievement, the majority mentioned the importance and success of bringing parents and community members into the process of improving their schools.³² One direct quote from the report sums this up: "The most important BES II achievement is the involvement of parents in education."³³

Key Factor

Understanding the early BES activity is central to understanding BES III, which built on these initiatives, and the findings identified in this report. From a systems perspective, this description is critical to analyzing the evaluation's findings by understanding how a system changes through an aggregate of small change. In this case, many education reform programs have taken place within the same geopolitical entity, and in the same timeframe — through a national authority, a regional authority, and a local school system. The aggregate impact of all of these small changes provides a systems lens that helps to explain the report findings.

C. Basic Education Support III (BES III) (2004-2009)

Following a BES II/BES III Transition Conference in 2004, the systemic improvement of quality and ensuring sustainability of BES contributions came further to the fore and guided much of the design of BES III, a \$14.1 million program delivered under a cooperative agreement between 2004 and 2009 by a consortium led by the Academy for Educational Development (AED).

"A major exit strategy for BES III from the start has been to develop and/or strengthen structures within the system that would maintain and support ongoing reflection, analysis, and improvement of the first seven years of schooling throughout the country. Along with a well-defined exit strategy that guided project implementation throughout was the clear and direct continuity with successful innovations initiated during the BES II years."

— AED Final Report for BES III, November 2009, pg. 15

BES III was intended to achieve USAID's Strategic Objective (SO) #6: "Increased capacity of the basic education system to give learners the foundations for health and livelihood." As noted in Section II, this SO initially had three IRs:

- IR 1: Increased resilience of the basic education system to cope with the AIDS epidemic.
- IR 2: Improved effectiveness of decentralized education management.
- IR 3: Improved quality of language, math, and science education delivered by primary schools.

The main focal areas of BES III were:

- Supporting the further decentralization of educational management, including improvements in education management information systems (EMIS).

³² Namibia Basic Education Support: BES II / BES III Transition Conference Final Report Narrative Summary, page 3, Equip 2, November 2004

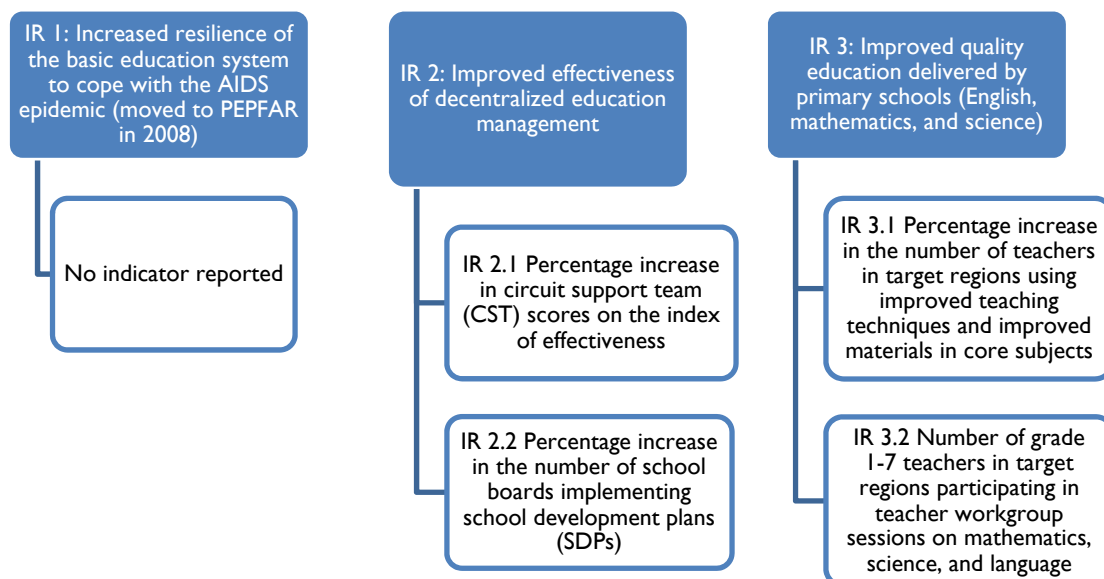
³³ Namibia Basic Education Support: BES II / BES III Transition Conference Final Report Narrative Summary, Equip 2, November 2004

- Identifying sustainable ways to mitigate the impacts of HIV on teachers, learners, and the teaching system as a whole.
- Improving teacher use of learning-centered education (LCE) and its connection with continuing assessment (CA).
- Improving the understanding of LCE and CA of student teachers through pre-service education and developing and systematizing the use of classroom and a CA-based learner assessment tools (including the Learner Performance Assessment Instrument).³⁴

In all of the above focal areas, BES team members provided strategic technical assistance, with ministry personnel (for example, with NIED, the ministry headquarters, and at regional levels) firmly in the driver’s seat.

Subsequent to the initiation of BES III in 2008, USAID defunded activities pursuant to IR 1 and transferred this intermediate result to the Namibia System Strengthening, Prevention, and Behavior Change for Learners, HIV/AIDS Workplace Program, and OVC Care Project (NEPP), funded by the U.S. President’s Emergency Plan for AIDS Relief (PEPFAR).

FIGURE 4: BES III RESULTS FRAMEWORK



D. BES II and III Contributions to Decentralized Education Management

BES III research indicated a close link between BES II and BES III in terms of addressing the EQs. Delinking the descriptions allows a better understanding of BES III contributions, though understanding them together (a critical part of a systems analysis) is also important. Therefore, this section describes BES II and BES III activities, actors, and achievements that contributed to the decentralized education management outcome during the life of the USAID activity. This background is then used both as evidence and to further explore the evaluation’s key finding of whether this USAID outcome was sustained, and/or had unintended outcomes.

³⁴ The latter was an important way to measure the effectiveness of the reform program and overall school quality, as well as diagnose problems which can be addressed through improvements to teacher education, professional development, and classroom instruction.

At the local level, to foster decentralized education management, BES II and the MoE implemented the School Improvement Program (SIP), focusing on 410 schools in 29 circuits in the six BES target regions. Based on an approach observed in the Seychelles and at the request of MoE, BES II trained and supported principals, teachers, school boards, and parents in SIP schools to develop and use a school SSA process to support the creation of school development plans (SDPs). The SSA and SDPs focused on school management elements of education and drew on a process that involved communities, parents, teachers, and principals.

The annual SSA process comprised a comprehensive set of school effectiveness measures, including a teacher and principal self-assessment and a summary school skills inventory. Once completed, assessment results were shared and discussed with teachers and the principal, who jointly developed summary scores. These results then informed the development of the SDP, which was presented to and endorsed by the school board. As the SDP is a three-year planning document, schools were encouraged to prioritize the action items and include them in an annual school action plan (sometimes referred to as the school year plan or annual implementation plan).

To implement this process, AED trained and supported circuit inspectors, advisory teachers, and the seconded resource teachers, who created the circuit support teams (CST). The CSTs were a core delivery mechanism of BES. The CST served in an advisory and resource role to support the schools to learn and use the SSA system.

Per BES activity reports, by the end of the BES II (2004), all SIP participating schools had been trained in the use of SSA and used the system to annually evaluate their own progress using these tools. During BES III, the SSA and SDP were rolled out nationally. Therefore, BES II and III supported the target schools to meet the government target of each school having a useful and workable development plan by 2002.³⁵ As a former BES staff member noted:

“At the outset of BES II, we attempted to build on the foundation that had been developed during BES I, with a specific focus on systemic improvements, working both at the local school and district levels in the six target regions and simultaneously at the national level. The underlying principle was always to work with and inside the existing system rather than developing and implementing activities outside or parallel to the structure in place.”

Key Points

To understand what remains in 2016, it is critical to clearly understand what remained at the end of BES III and how it relates to the outcome of decentralization. The process (SSA), its related tools, and the resulting governing plans (SDP) were core to school decentralization, and the related technical assistance and training critical to its implementation. Combined, the processes, tools, technical assistance, and training local actors enabled a structure that supported the realization of local school management (decentralization). How it was implemented, the timing of the interventions, political will, and local culture all contributed to its realization at the end of BES III and the evaluation findings in this report. Using a systems lens, appreciating these incremental changes is pivotal in understanding the evaluation findings.

³⁵ MBESC Strategic Plan 2001-2006.

E. BES Supports Process to Incorporate Learner Improvement

While the SSA and SDP focused on the broader school management (or non-learner achievement) elements, the tools were expanded by BES II and MoE to include three additional instruments rooted in school management and governance:

- Teacher Self-Evaluation (TSE);
- Classroom Observation Instrument (COI); and
- Plan of Action for Academic Improvement (PAAI).

Teachers and principals aimed to improve their teaching and classroom settings by applying the TSE and COI respectively, then using the results to inform the Plan of Action for Academic Improvement, which focused on improving learner performance and results. The PAAI and the supporting TSE and COI information were then shared and discussed with interested parents, teachers, and the principal and informed the development of the SDP. The intent was that the PAAI, along with the SDP, would be developed each year in October and submitted to the school circuit inspectors.

Key Point

This participatory and transparent process, using BES III-developed tools and support, provided an important component for encouraging local buy-in and supporting the decentralized system. Encouraging transparency and local involvement, already identified an element of the local cultural system, was a key factor that explained the evaluation findings. From a systems perspective, this provides one example of how the system drew on local culture and adapted with the context. Here is a pattern of change: The system evolved because the environment was changing (e.g., new processes and tools were introduced by BES III, though they built on the local cultural system already in place). Essentially, the intervention acted to make its environment more welcoming to sustaining the change.

F. Government Institutionalizes the System

By 2005, the GRN formally adopted and further refined the SSA system (i.e., the five tools and processes previously described), which became known as the School Self-Evaluation (SSE) tool. The SSE tool was the mechanism for implementing National Standards for Schools policy. Thus, the ministry had incorporated BES-supported self-reflection and management tools and processes, moving them from one supported by BES to a ministry function.

In 2006, the ministry published its National Standards and Performance Indicators, which fully incorporated each of the described instruments into the national system. This meant that all schools in the country were required to implement the BES-designed tools and approaches.

By the conclusion of BES III, SDPs were to be produced by all schools in the country and the submission of SDPs was tracked across the country through data submitted to the Ministry's Directorate of Program Quality Assurance. In 2009, BES reported³⁶ that 90 percent of the BES target schools had achieved the target of school boards implementing school development plans (SDPs) – one of the two indicators for IR 2.³⁷

³⁶ BES III final report (2009)

³⁷ The other indicator for IR 2, "Percentage increase in circuit support team scores on the index of effectiveness," was never utilized by the BES project and was removed from the cooperative agreement in 2009.

Key Point

This system shift supported sustaining the decentralized system, and was a key factor used to explain the evaluation findings. From a systems perspective, this provides an example of adaptive change at a different system level — national. Again, there is a pattern of change: The system evolved, because the environment was changing (e.g., the education policy changed). Again, the intervention acted to make its environment more welcoming to sustaining the change.

V. CASE STUDY FINDINGS

Each EQ is addressed separately in this section. The research phases described above generated empirical findings based on high-quality, replicable social science methods, provided below.

The data identified and analyzed in this section resulted from the case study team’s explicit awareness of boundaries, which enabled in-depth focused research and data triangulation. The guiding principle that enabled this section to focus on and stay grounded in empirical evidence was holding true to the systems thinking that honors “holism” from a practical perspective. The question of what is in and what is out is critical and not often easy to determine when exploring further than the initial USAID-intended outcome. In this case, the themes identified in this section emerged through iterative analysis of multiple perspectives within one geographical location and within a specific timeframe.

A. Evaluation Question I

Was the USAID-intended outcome sustained?

To address the question whether the outcome of interest — improved effectiveness of decentralized education management — was sustained, the case study team relied primarily on qualitative data. The BES III results framework listed two indicators related to this outcome:

- Percentage increase in circuit support team scores on the index of effectiveness; and
- Percentage increase in the number of school boards implementing school development plans.

BES III did not collect data on the first indicator. Therefore, this could not be used as a proxy for outcome sustainment.

BES III did collect data on the percentage increase in the number of school boards implementing SDPs. The BES III final report stated that all schools in the country were to submit SDPs, and this was tracked for two years (2007 and 2008) through data submitted to the ministry’s Directorate of Program Quality Assurance. However, due to human and financial capacity constraints, the ministry has not continued to collect these data at the national level following the conclusion of the project.

The case study team confirmed that data on the percentage of school boards developing or implementing SDPs is not presently collected by anyone: school circuits, regional education offices, national education directorates, other non-profit organizations, or other donors. Therefore, the team drew on empirical qualitative data to assess the extent to which the outcome of interest has been sustained.

Finding A. I

BES decentralization has been sustained at the national level.

At the national level, the SDP and SSA were institutionalized and incorporated into the SSE, which now forms part of the MEAC’s National Standards Program and is incorporated into the National Standards and Performance Indicators, which are rolled out nationally. While this suggests that the GRN views the SDP and SSE as relevant, as noted above, the government no longer collects data on SDP development and implementation due to resource constraints.

At the national level within the government education system, most people interviewed were adamant that the SSE and SDPs continue to be relevant and play a critical role in decentralized education

management. Although MEAC no longer collects data on the number of SDPs and SSEs completed above the school and circuit levels and so national level implementation data are not available, limited regional data (see Finding A.2) support the finding that SDPs and SSE are relevant as demonstrated through their continued use.

Finding A.2

SSEs (and SDP) are still utilized at the local level.

Despite being policy, submission of the SSE and SDP is voluntary. While schools are technically required to submit their SDP and PAAI to their circuit inspector, this is not strictly enforced and there are no apparent consequences of it not being done. If the SDP and PAAI are submitted to the circuit office, data suggest that the circuit inspectors do not forward these to regional or national offices. Thus, the chain of submission, when it takes place, ends at the circuit level. Further, management at the schools visited noted that when they submit their SDPs and PAAI to the circuit, the circuit inspector does not provide feedback. Nonetheless, all of the schools visited had continued to follow the SSA and SDP process since the end of BES.

All three BES target schools visited had SDPs for 2009 and two of the three schools had SDPs for 2015 (2016 SDPs will be compiled in October). One school had not completed its 2015 SDP, citing that not all teachers were available for a joint assessment and planning process. The school had, however, completed its school action plan. Two schools produced plans for all the intervening years between 2009 and 2015. While the quality (e.g., level of detail) of the plans varied from school to school, all principals, teachers, and school board members interviewed spoke knowledgeably about them.

The case study team visited an additional school³⁸ to conduct an interview with the principal, who had been a BES advisory teacher. He showed the case study team a file documenting all of the SDPs for his school, which included an extremely comprehensive SDP for 2015.

The team was not able to assess the extent to which the school boards implemented the plans, but the school board members at all three target schools visited reported that they were aware of the plans and used them to set priorities for the school. It is logical to suggest, however, that if the SSE and SDP did not provide processes and/or results that were useful to the key stakeholders (in this case the principal, teachers, and parents), they would not still be in use.

Interviewed circuit inspectors said they use submitted SDPs and PAAIs as supportive supervision and monitoring tools, but no evidence supports or rejects those claims. Therefore, it is not clear if the SSE and SDP are relevant at the circuit inspector level. However, the continued use of the SSE system and SDPs, despite the lack of penalties associated with not using them, is evidence that the BES processes, tools, and the plans remain relevant and valued at the school and community levels. As one senior official from the Kavango Region MEAC noted, “The tool and the spirit of self-reflection was born in BES (was not easy) and is still in use.”

Finding A.3

Circuit support teams no longer provide supporting functions.

The CSTs no longer exist in their original form and role to any substantial degree. A key BES II and III delivery mechanism, the CSTs provided support (e.g., materials and subject advice) and training to principals, teachers, and parents. After BES III, the MoE’s circuit management teams (CMTs) filled this

³⁸ Reasons for adding this school are noted in the methodology section of this report. This was a non-BES-supported school.

function, and were overseen by the circuit inspector. With limited data available to understand this situation, it appears the CMTs provide a varying and much lower level of support to schools. At some point after BES III ended, although it is not clear when, the circuit inspector post was downgraded to the level of a school head of department (HoD), which is lower than that of the school principal, whom the circuit inspectors are to support and supervise. This, together with the decline of critical resources needed and no longer provided by BES III, contributed to the end of this support mechanism. The evaluation data collected did not allow any further analysis or substantive claims regarding how or if this lack of support has negatively influenced teaching or learner outcomes.

B. Evaluation Question 2

What other outcomes resulted from the project (positive/negative) and were these outcomes sustained?

Finding B.1

BES contributed to stronger relationships between school boards and their communities.

BES II and BES III provided training and support to school boards, though no BES II or BES III data exist that describe the exact training, success, or lack thereof when USAID funding ended. In schools visited, the principal, teachers, and school board members clearly articulated the board's roles, such as one focused on maintaining relationships between the school and the community, including parents. Interviews with principals and past and present school board members revealed some variation in the functioning of the school board, and indicated that participation levels of school board and community members dropped slightly since BES ended. Still, all school principals, teachers, and parents interviewed reported engagement among the board, the school, and the community. When asked about this relationship between the school board and the community, most attributed this to BES.³⁹

One current board member of a BES school, who knew nothing about BES, provided this comment:

“[The school board’s role] is about taking services to the people. ... It is not only teachers who need to decide on what needs to be done at the school, but the parents need to be involved in planning and implementing activities.”

While these relationships appear to be one critical factor that contributes to decentralization of school management, it is also be viewed as an outcome in building strong community relationships that may have positively influenced other aspects of community life. This took place during BES III, and data strongly suggest that this remains today.

Finding B.2

BES built capacities within school staff and parents involved in the school governing boards that enabled the effective use of the Universal Primary Education Fund.

With the introduction of fee-free primary education in 2013, parents no longer pay school fees. In line with supporting financial decentralization, the MEAC now provides a budget for each region, which is divided among all schools and prorated according to their number of learners. The Universal Primary Education (UPE) Fund is allocated by the priorities identified at the school level, with the local school board playing a custodian role. Key informants suggested that the school development funds, which are

³⁹ During interviews, parents, teachers, and others did not differentiate between BES I, BES II, and BES III.

the schools' funds under the UPE, now have more money in poorer communities than in the past, when parents were supposed to contribute fees. Some of the schools visited had recently used their UPE fund to finance training for their school boards, which the ministry could not finance.

Under BES, the CST provided school staff and parents training on how to plan, budget, and report on the small grants. Staff and parents who received BES training and support explained how this training enabled them to be financially transparent and accountable, and that they now used these knowledge and skills to manage the UPE. Several principals and other school staff provided specific examples that supported these statements. Respondents at the district and national level reinforced these statements and firmly attributed the successful implementation of the UPE to BES, which laid the necessary groundwork for the UPE's implementation. One senior official noted that if the management of the UPE goes well, future funding for other items such as infrastructure repair and maintenance could be considered, "taking the principle of decentralization even further and involving parents." This is an example of a fluid outcome, as it has its roots in BES III (capacity building); however, what is described here (effective use of the UPE) occurred after BES III was no longer funded.

Finding B.3

BES helped establish relationships between the GRN and USAID that were drawn upon to support the development of the National Standardized Assessment Test.

Under BES III, the American Institutes for Research (AIR) provided technical assistance for the Directorate of Examination and Assessment (DNEA) to establish assessment tools and processes for grade 5 and grade 7 learners, modeled on the grade 4 assessment tool also developed under BES III.

At the end of BES III in 2009, Namibia's Education and Training Sector Improvement Program (ETSIP) called for the development of sustainable, long-term national student assessments for grades 5 and 7 learners and tasked the DNEA with this job. At the same time, USAID/Namibia unexpectedly received an additional USD \$1 million for education activities. At the MoE's specific request, and under the direction of ETSIP, the money was provided to the DNEA for further development of National Standardized Assessment Testing (NSAT). This built on the relationship that had been established between BES III and the DNEA, when BES III in 2008 had worked with the ministry to introduce, pilot, and roll out an assessment system called the Learner Performance Assessment Instrument.

The Standardized Achievement Test (SAT) has been administered since 2009 by the Ministry of Education's Directorate of National Examinations and Assessments to grade 5 and grade 7 students in public and private schools. Between 2009 and 2013, each grade was assessed every two years. Grade 5 students were assessed in 2009, 2011, and 2013. Grade 7 students were assessed in 2010 and 2012. Since 2014, both grades have been assessed every year.

Finding B.4

Subsequent donor support to education in Namibia is building upon the tools, processes and standards of BES.

Following BES, in 2012, UNICEF and the European Union (EU) funded the Social Accountability and School Governance (SASG) program piloted in two regions. The project's purpose is to "promote the National Standards in action, by taking a user-friendly version to the people to explain school governance and community involvement" and it emphasizes engaging parents and school communities with the school assessment and governance.

The project builds on the work and investments of BES II and III and intends to keep the BES-initiated SSE tools. The national indicators and tools will remain, but will be simplified and made less administration-heavy. This project indicates that the tools and approaches that began under BES II and BES III are still relevant and valued by government stakeholders. This provides a second example of something that occurred after BES funding ceased, though it built primarily on BES III.

C. Evaluation Question 3

What has contributed to or hindered sustaining the outcomes?

This section describes the various factors that the case study team identified that contributed to or hindered the sustainment of the outcomes mentioned above.

Finding C.1

Solid partnerships between BES and the Namibian Education⁴⁰ Ministry contributed to BES being ‘relevant’ to needs, which supported sustainment.

BES was developed in partnership with the MoE, which ensured that BES activities and the outcomes it pursued were legitimized and consistent with Namibian stakeholders’ needs and priorities. This partnership was evident through the responsiveness of USAID to the ministry’s requests. The ministry assigned USAID a specific role in the education reform process, including decentralization as one pillar, and USAID designed the three phases of BES to meet those needs. A BES resource teacher noted:

“BES was endorsed by the Ministry of Education and the permanent secretary (PS). In many cases, we used to involve the PS and the minister who supported it, and BES was supporting this to be implemented more effectively. Gave us cars, etc., that were handed over to [the] ministry at the end of the project. It was a joint venture program.”

Interview data suggest that this relationship continued to be built over the years through BES providing, according to ministry officials interviewed, “high-caliber” staff who brought needed expertise, knowledge, and skills. One former senior ministry official at the national level said the people who shaped BES “were not lightweights and did not take things lightly.”

Several respondents mentioned the key role of the BES steering committee in strengthening this relationship. The steering committee’s key function included project oversight and a forum for coordination, problem solving, information sharing, and planning. Started under BES I (1993), the steering committee comprised national directors, regional education officers (directors) and their deputies, the BES chief of party (COP), representatives from USAID, and key implementing partners.

The steering committee contributed to sustaining the focus and involvement of key partners across the phases of BES and during the changes of leadership, structure, and curriculum within the MoE. The steering committee encouraged engagement with field and central level staff to meet and discuss progress and challenges, thus contributing as well to local ownership, discussed next.

⁴⁰ The Ministry of Education changed its name several times during BES and thereafter.

Finding C.2

Local ownership in the BES intervention, outcomes, and results contributed to the sustainability of decentralization.

When asked to explain what contributed to decentralization today, most respondents talked about ownership at all levels, particularly the local level. The focus on ownership was an explicit aspect of the delivery of BES, which rooted its philosophy and approaches in Namibia's four pillars of education and its commitment to the Education for All philosophy. In other words, BES II and BES III did not ignore local thinking, commitments, and approaches, but rather built BES around them.

Interview data suggest a strong sense of ownership by circuit inspectors, principals, teachers, and parents, particularly with regard to the self-assessment tools, the SSE process, and the SDP. Most respondents credited BES II and BES III for contributing to this level of ownership through its participatory approach, intensive training of local staff by local staff, and structuring approaches around existing community participation.

Principals, teachers, and parents particularly stressed the role of strong parental involvement in schools that had been built during the time of BES, and still exist at varying levels. One school principal described how parents had taken a lead in physically building the school and its water supply. Many of the parents, when asked specifically about the link between their involvement and learner performance, spoke about their awareness of how their involvement is linked to their children's performance in school.

One parent summed up what others said by stating:

“There is a link; if learners are not performing well, that means that there is no unity at that school, but if the parents are working well like at our school, that's why our school is performing well.”

While parental involvement varied between schools, all principals and teachers interviewed noted that parental involvement was a critical factor in learner achievement. One respondent who had worked with the ministry since shortly after independence noted:

“What is unknown [by others] about the Namibian schools is that at independence, virtually every rural school was started and built by the parents ... and (there has) always been a strong demand for education in Namibia by parents.”

Finding C.3: Strong Leadership

A plethora of data, including document reviews, literature reviews, and in-depth interviews, clearly suggest that leadership was a major factor in the BES III outcome being sustained. The consistent level of leadership throughout BES II and III, anchored by the first Minister of Education and later carried out by his successors, was also demonstrated in regional education offices, in circuit level offices, and through various school principals and teachers. Ex-Minister for Education Angula stated:

“I defined the program myself and give them tasks how to go about now put the flesh on bones. So in that respect I didn't have a problem, I knew what I wanted and just needed them to make things concrete on basis of what I though should be done.”

Interview data showed that BES, through AED, provided strong management and leadership through all BES phases; additionally, the flexibility and leadership provided by the local USAID Mission was pivotal.

Several key informants spoke about how USAID (often referring at the same time to AED) listened and responded to the Namibian leadership. Thus, not just the technical quality was pivotal; the explicit commitment of the USAID team to building and sustaining genuine partnerships was too.

Finding C.4

Focus of USAID resources in specific geographical areas.

The approach of BES in selecting target regions and target schools, while problematic at the time because some schools/regions felt excluded, allowed the project to focus, build relationships, and invest time in strengthening skills and capacity at various levels in specific geographical areas. The intensity of the BES interventions, made possible because of its focus on specific geographic areas, contributed to the identified outcomes identified in the above section.

Finding C.5

BES established a critical mass of skilled professionals to continue the work.

One factor that contributed to the sustainment of the decentralization process was the presence of a core group of principals, teachers, officials, and parents who had been involved with BES and remain active in the education system, from the national to the local level.

BES used several different approaches and resources to build the leadership, management, and teaching capacity of ministry staff at the regional, circuit, and school levels. Building leadership, management, and teaching capacity was a continuous thread through all three BES phases. This support ranged from developing structured instruction materials (SIMs) during BES I to supporting pre-service and in-service trainings conferences, and workshops at circuit/cluster levels to developing continuing professional development materials and training education staff in their use.

A core group of those involved with BES remain active in the education system, from the national to the local level. In the schools visited, teachers, parents, principals, and some school board members had received training or been involved with BES in some way.

The team interviewed people with obvious linkages to BES (e.g., former staff and beneficiaries), where an overwhelming number spoke highly of BES and its impact on their personal and professional development. Several respondents interviewed had progressed upward in the MoE system, with many system leaders (principals, circuit inspectors, regional directors, deputy permanent secretary) attributing their own progression and growth directly to BES. One school principal noted:

“BES really equipped me ... in terms of leadership and to understand educational activities to be a facilitator, role model, supervisor, advisor and how to plan.”

Finding C.6

Longevity of BES and building on the same strategy.

While somewhat related to the factor above, this focuses a bit more on how BES I had put in place the “scaffolding” with the introduction of approaches and materials that were appropriate for the time, helping teachers grasp basics elements. This paved the way for more complex approaches in BES II and BES III that focused on improved educational outcomes and different approaches to measurement (including continuous assessment). As a staff member for all three phases of BES noted, they were “struck by how iterative the process was between BES phases and by the long term and visionary nature

of USG’s commitment to supporting GRN in reshaping the primary education system.” Key informant data support this conclusion linking the report’s findings to USAID’s significant investment in terms of financial and human resources, and consistent technical approach.

D. Evaluation Question 4

How are the outcomes perceived and valued by those with significant stakes in the project?

The identified outcomes remain in part because of how key stakeholders perceive them. At the local level, school principals, boards, and teachers perceive the SSE processes and SDPs, or versions of them, to be relevant and useful. For example, all schools visited retain these documents and spoke about their usefulness and relevance to learner improvement in their schools. Part of that process, the self-reflection and community engagement element, was found useful by these stakeholders, particularly with regard to its role in priority-setting for planning purposes and the resulting transparency.

As one principal pointed out when asked about SDPs,

“If I have to take you back — when we started at this school there was no road, it was sandy with cars parked outside and we had no Internet. Now we have [a good road], computers now, and the same with the toilets (they are newly built) ... and happy to say achieved and these are SDP items.”

Another principal of a BES target school noted,

“The documents we used in BES are exactly the same documents, ideas, and concepts used with the National Standard and Performance Indicators now.”

Almost without exception, individuals welcomed the opportunity to reflect on BES and were overwhelmingly positive, particularly in relation to the role that BES played in supporting the decentralization of education management and the influence that this had far and beyond the target schools and regions.

At the national level, the identified outcomes are perceived as valuable, but given their institutionalization, it is not clear how influential the perceptions by key stakeholders were on the identified outcomes sustainability. For example, at the local level, despite the lack of follow-up or penalties, BES processes and tools are still used, which suggests that they are perceived as useful and relevant. At the national level, while key informants vocalized the importance these outcomes, there are no data to triangulate how this influenced sustainability. For example, it is not clear whether an outcome found not relevant (e.g., the SSA) would be removed from the formal system or simply ignored. The lack of monitoring the relevant SSA data at the national level can be attributed to a resource constraint, or it may indicate potential lack of relevance or its level of priority in the government system. The evaluation data are not clear enough to make any final statement.

AN EXAMPLE OF A HOLISTIC ANALYSIS

THE RISE AND FALL OF SCHOOL CLUSTERS IN THE KAVANGO REGION

The Basic Education Project (BEP), which ran from 1995 to 1998 and was funded by Gesellschaft für Technische Zusammenarbeit (GTZ), supported the early development and structure of the cluster system. The cluster system was an innovative approach for addressing isolation of school staff by enabling peer-to-peer support and efficient oversight and capacity-building interventions. A cluster is a group of schools that are geographically close and accessible to each other (normally seven to nine schools). A central school is selected as the cluster center and a suitably skilled and experienced principal is selected as the cluster head.

First implemented in Kavango (the focus region of this case study), the cluster system was overwhelmingly popular with teachers, school principals, and circuit inspectors. For example, the cluster system simplified the work of the circuit inspector, who could more feasibly meet with and provide support to a cluster of schools regularly rather than visiting between 25 and 50 schools individually. The system also allowed for collegiality, exchange of professional expertise, sharing materials and approaches, joint exam setting, and peer-to-peer learning and exchange.

Although BEP introduced clusters, the BES programs took advantage of the cluster system and built on this platform by making it a convening point for BES support activities. The majority of BES training took place at the cluster level, which reduced travel costs and made attendance logistically practical — including school board trainings, workshops for principals, and teacher professional development conferences. Data from multiple perspectives (circuit inspectors, principals, teachers, and school boards) described the cluster system as playing a big role in professional development and knowledge sharing between more and less developed schools.

The cluster system was ultimately rolled out across the country as part of the informal education system. However, lamenting the additional work placed on cluster schools and principals, the Namibia National Teachers Union (NANTU) requested extra staff and infrastructure funding for these facilities. When none was forthcoming, they halted the cluster systems in Kavango. Thus, as result of the union's political power, the cluster systems disappeared in Kavango. Data suggest, however, that in regions where NANTU's presence is less significant and powerful, the cluster system remains in operation.

This example demonstrates how different systems and political power work together and against each other. Another donor designed and funded an informal component of the education system that regional and local actors valued, but the Ministry of Education never formalized it and the Ministry of Finance never funded it. (The ministries represent national-level systems.) USAID (the donor system) used the GTZ-created system to implement its interventions. Thus, USAID implemented its intervention outside the formal education system. When a powerful actor, NANTU, disagreed with how the clusters were implemented, the informal mechanism was shut down. This mini-case raises many questions: Would the cluster system still exist if it was formalized in the National Education System structure and funded? If BES didn't rely on a donor-created, informal system to implement BES, would more training and capacity building exist today? Related to this, did BES' reliance on an informal system negatively influence some of BES' potential sustainable results? While these are questions to ponder, they cannot be empirically addressed.

VI. CONCLUSION

The state of the Namibian education system today still faces overwhelming challenges. These include a critical shortage of qualified teachers (made worse by the unresolved lack of status of primary school teachers), inadequate school infrastructure and teaching resources, and severe school overcrowding. These are exacerbated by rapidly rising urbanization, violence, and the current drought that is negatively affecting learner performance, attendance, and schools in general. As one senior official noted:

“BES was focused on lower primary, which is once again in crisis.”

While some data also suggest that the outlook is slightly more positive in the BES target schools, this evaluation does not, and did not aim to, establish a causal link between the BES II and BES III intervention and learner improvement (identifying only that there is an accepted link in general). What is linked to learner improvement, among many other social, cultural, economic, and political factors, is the need for decentralized education management in Namibia, which remains today.

The evaluation found that in 2016, the education system remained decentralized, and many of BES II and BES III ideas, approaches, and tools are institutionalized in the national education system and applied at the local level. In the schools visited, the same or similar tools, processes, and approaches designed and developed by BES II and BES III to support decentralization are still in use by local communities, despite the lack of penalties for not using them. This evidence suggests that these BES ideas, resources, and outcomes are valued by the national government and the local level.

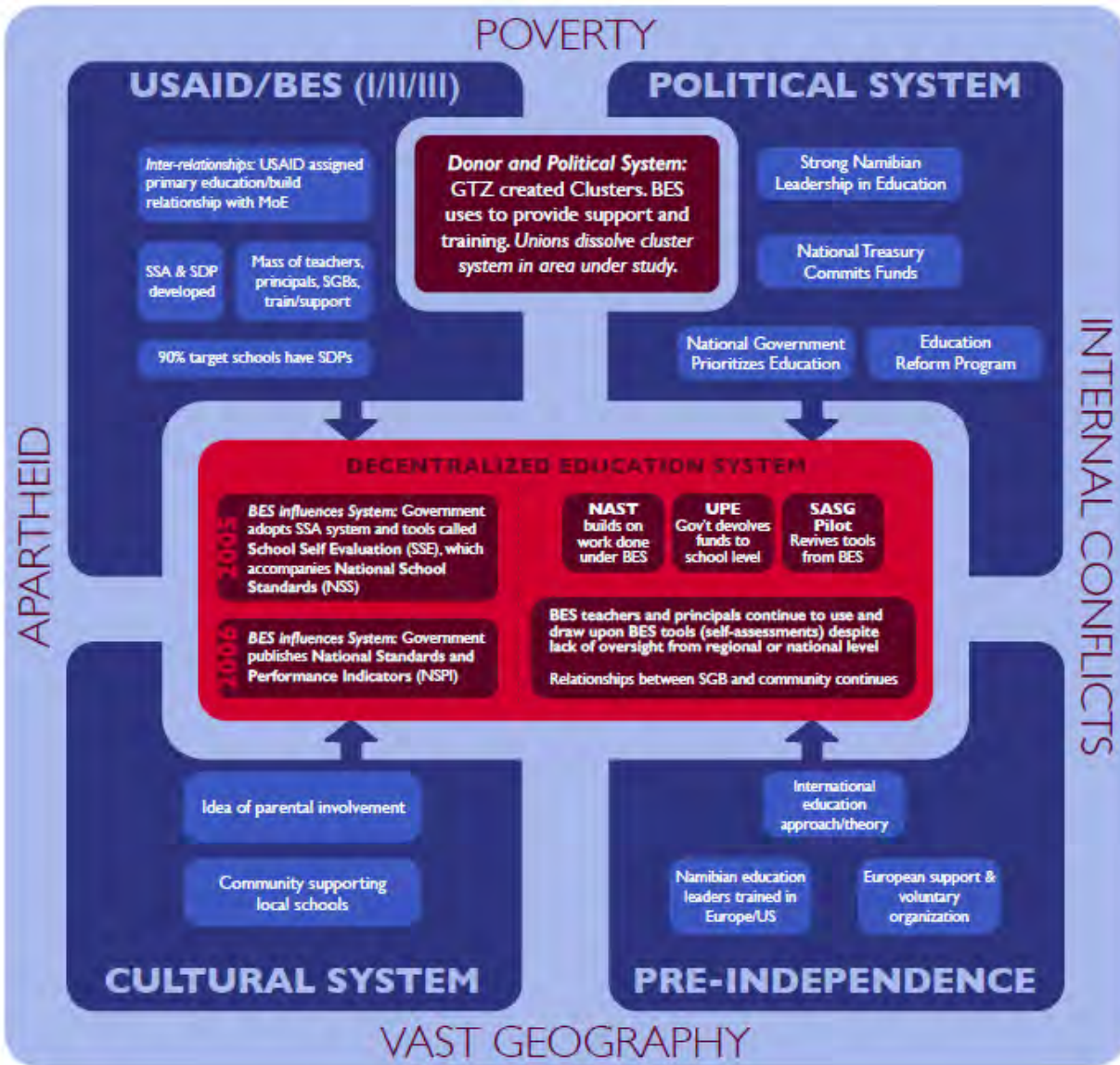
The reasons for these findings are rooted in the strong Namibian direction and leadership, and a solid relationship between USAID, BES, and the government, which led to an intervention responsive to Namibian needs. The consistent and long-term commitment by USAID allowed for an iterative and incremental approach to technical assistance over a span of 15 years, which focused resources in target areas, built on the existing idea of local ownership, and left core resources (from Namibian educators to systems and tools) in place. These findings provide insight regarding the factors likely to influence sustaining a donor intervention’s results, long after the intervention ceased to exist through donor support.

Finally, the systems evaluation approach provided a solid evaluation framework with which to answer the four EQs and gather evidence to identify the report’s key findings.

ANNEXES

Annex A	Systems Map
Annex B	Adapted Interview Guides
Annex C	List of Interviewees
Annex D	List of Documents Consulted
Annex E	Team Member Profiles

ANNEX A: SYSTEMS MAP



ANNEX B: INTERVIEW GUIDES

Namibia – Basic Education Support Project

**** four versions of this guide were used/adapted for interview based on this guide and format**

(NB: If you get “lost” please just keep this focus: **What remains that can be plausibly linked to BES and why does it remain?**)

Case Study Title:	Basic Education Support Programme (BES)		
Interviewer(s)		Country	Namibia
Interviewee(s)		Organization/Role (current)	
Date of interview		Location of interview/Type of interview (phone, Skype, in person individual, group)	
Consent given (yes/no)			
Initial Analysis: (Emerging themes; key issues; items to test in next interviews) Hot topics of this interview, things to follow up on, analysis hints and guides; crib notes; bingo or aha moment			

Introduction

- My name is _____ and I am working on behalf of MSI, which is contracted by USAID. Thank you for making the time to meet with me.
- I am here today to ask some questions about the Basic Education Support project (BES).
 - it ran between 1994 and 2009 working with target schools
 - aim was to support teacher training, curriculum development, decentralised school management, school improvement, ...
- USAID running a **study** in 4 countries looking to learn lessons from basic education support projects that were successful to help shape their work. We are not here to evaluate or make any judgements about the results or your role in BES.
- **“Our aim is to understand why some activities and results were sustained and others not, and what remains that can be linked to BES.”**
- We have [45 minutes - 1 hour] for our time together. Are you available to respond to some questions for this time?

- **(Consent)** This interview is entirely voluntary and you may choose not to participate. If you agree to participate, you can choose to stop at any time or to skip any questions you do not want to answer. Your answers and your participation in this interview are completely confidential. We may use your words, with your permission (quote you) but we will not include your name. We will not share any information that identifies you with anyone outside of the evaluation team.
- **Please feel free to stop this interview at any time to ask questions you may have about this consent or anything else. Do I have your consent to proceed? (record yes or no).**
- Do you have any questions for me before we start? (Note any questions asked)

Introduce the BES Project Background

Since it is a long time since BES was implemented, let me remind you what it did.

- BES ran for three phases (1994-2009) and provided support for reform of primary education in Namibia.
- Operated in 6 northern regions

Key activities included:

- Training for principals, teachers and parents
- Support for developing and implementing school self assessment, school development plans
- Training for school boards and circuit support teams (resource and advisory teachers)
- Training and use of data at school and regional levels (decentralising EMIS)
- Awareness raising on HIV and grants related to OVC support

For the purposes of this conversation, we would like to focus on one main result area of the project that was to support **“improved and effective decentralized education management...”**.

Interviewee Profile

1. How were you involved in the **BES Project?** (Was not involved –Skip to Question 5) (Probe: What Organization and role and the timeframe involved)
2. From your description, it sounds like your role in BES could be best described as **[Provide Name from Column 1 in the table below]**, because you did **[Provide description from table column 2]** Do you agree? **(Mark in table, if confirmed, and add any comments).**
3. Did you hold any other roles in BES during the implementation period? **(Mark table, add comments)**
4. You mentioned that you were not involved. Were you aware of BES activities? **describe the decentralised education management activities⁴¹** taking place? **(If yes, go to Q6. If no, skip to Outcomes)**

⁴¹ The person may not know the project or programme name, but may remember the activities that were implemented.

5. You say you were aware of BES. Can you explain how you were aware? For example, were you consulted or informed about these activities or their outcome? Can you tell me a bit about this? **(Mark table if applicable)**

Role in the initiative	Description	Mark with x if yes. Write which was main role	Comments
Manager	Provided oversight and control on the initiative		
Implementer	Conducted the initiative activities – either a grantee or contractor		
Assisted with Implementation	Provided support for the implementation of activities		
Consulted	Those whose opinions are sought; and with whom there is two-way communication.		
Informed	Those who are kept up-to-date on progress; and with whom there is one-way communication		
Interested	Not directly involved with the programme activities, but was aware of it		
Detractor	Shows resistance to the outcome or its aims.		
Beneficiary	Activities were directed at this person		
Other?			

6. Has your role changed over time? If at all (fill in table below)

	Role during BES (Use choice from Section 1)	Role Now (specify if and how related to the idea, activity, outcome or resource)	Describe change and reason for change. (If appropriate, ask about link to outcome or involvement in the USAID intervention)	Probing to understand their role and relationships to other key stakeholders (DRAW ON MAP)
You as a professional	Teacher	Principal	Got trained etc	
The organization you represented then				
The organization you represent now				
Other				

Activities

We are interested in finding out if any of the activities introduced by the BES Project to strengthen decentralised school management (explain if necessary) have been sustained or have changed into something else. Note to interviewer – if the respondent doesn't know then type in don't know or don't remember.

Which of the following activities are still taking place? (Tick and provide a short comment)

- Yes, continuing as in the project
- Continuing as in the project, taken over by someone else (Specify who)
- Changed into something else (Specify what; specify who)
- No. Specify why it ended
- Who is benefitting from activities?
- Who sees these activities as important or useful/valuable?
- Anyone who does not provide support/prevents
- What else contributes to it being sustained?

A. School Self-Assessment

B. School development plans (ask for copy)

- **What happens to the SDPs (and the TSE, COi, PAAI etc.) once they are completed at the school?**
 - **Who do you have to submit them to, if anyone?**
 - **What, if any, feedback do you get?**

C. School Action plans (ask for copy and for the school year plan)

D. Cluster system (training, support etc.)

E. School board training

F. School management of funds and budgets

- ✓ **School small grants**
- ✓ **School development funds**
- ✓ **Budgets**

G. Circuit support team visits and training

2. Have missed out any other important activities?

Outcomes

1. Tell me about the need for decentralized education management (then and now)?
2. Who holds this organization/group accountable for decentralized education management?
3. Is there anyone who does not support decentralized education management? Why?

4. What do you think is the link between decentralized education management and learner achievement? (*Probe: How does this contribute to the student obtaining better grades, getting a better education?*)
5. At the time of BES there was one indicator used to track decentralized school management. This was “**the number of school boards implementing school development plans (SDPs)**”.
 - ✓ Do you have one?
 - ✓ Is the school board implementing it? And how do you know?

Indicator	9 Still Relevant?	9a) If relevant, how is your organization performing on these?	9b) If no, why are these measures not relevant anymore?	9c) If there are alternative measures that relate to the decentralised management what are they and how is your organization performing on them? (<i>Ask for copy of results or where we can obtain them</i>)
“..the number of school boards implementing school development plans (SDPs)	Yes / No	Worse, Same, Better, I don't know		

Relationships

USE one copy of the Focused Map, asking for differences between end of project and now.

1. Let's look at the Focused Systems Map. Would you change anything on this map to make it more accurate as it was then? For example, are there any actors not shown? Tell me about the roles and relationships? E.g. which actors were more influential than others? How did those relationships support sustaining decentralisation? (**Change map as needed to reflect how it was**). **Be sure we understand clearly how it worked.**
2. Let's look again at the Focused Map. Considering now in 2016, who are the major actors who ensure that school management is decentralised? In other words, how have roles and relationships changed, if at all? (**We will examine this by going through a table**) **what should I add to show how it is now? Be sure we understand how it works now.**
3. **How did the BES activities contribute to these relationships** (Probe: Strengthen, weaken, change communication structure, changed power structure, changed accountability structure, brought in new actors?)

Context Mapping—This is our last section, and I am trying to understand what else what happening between BES and now that influenced what we have been talking about.

1. Are there events that were particularly important?
2. What significant changes have taken place since the BES project ended?
e.g. social, political, infrastructure, leadership change, natural/environmental events

Conclusion of Interview

This concludes the interview. Thank you for your time. We are going to use the information that you provided to us, to try and understand how an outcome, activity or idea can be sustained. Before I go,

1. Do you have anything else you would like to add, or you think we should know before we leave?
2. Who else do you think I should talk to that can provide a different viewpoint?
3. Do you have any questions for me?

TO BE COMPLETED BY INTERVIEWER (circle appropriate option)

- | | | | |
|--|--------|------|-----------------------|
| 1. Sex of respondent | Female | Male | |
| 2. Living in country of project | Yes | No | Not sure/Do not know |
| 3. Role changed | Yes | No | Not clear/Do not know |

ANNEX C: LIST OF INTERVIEWEES

Name	Organization	Location	Date Interviewed	Interviewer	Means
USAID (Current and Past)					
Shireen Strauss	Senior Program Development Specialist	Windhoek	18-Apr	JS, AD	In person
Catherine Miles	USAID	Washington	28-Apr	JS	Written response
Greg Miles	USAID	Washington	27-Apr	JS	In writing
BES Implementers					
Len le Roux	former Director Rossing Foundation; (Senior Director Synergos Institute)	Windhoek	28-Apr	AD, JS	In person
Dr Conrad Wesley Snyder	former COP BES I	Washington	26-Apr	JS	In writing
Todd Malone	DCOP BES III, previously with iNET and as Peace Corps Volunteer (Director for Africa, Pact)	Dar -Es-Salaam	22-Apr	AD, JS	Skype call
David Bennedetti	COP BES II, Consultant on Decentralization BES III	USA	12-Jun	JS	Written response
Donna Kay LeCzel	Teacher Development Advisor BES II, COP BES III, dleczel@aed.org	USA	12-Jun	JS	Written response
GRN Implementers					
Justin Ellis	Former Under Secretary MoE; independent consultant	Windhoek		AD; JS	In person
Mr Kabajani	Deputy Permanent Secretary, MEAC	Windhoek	13-May	AD; JS; TW	In writing
Nahas Angula	Former Prime Minister, first minister of education post independence	Windhoek	26-May	AD; JS	Skype call
Tuli Nghiyoonanye		Windhoek		JS	Written response
John Mendelsohn	Former consultant to MoE on EMIS and support for GTZ cluster program	Windhoek	10-Jun	AD	in person
Edda Bohn	Director Programme Quality Assurance, MEAC	Windhoek	29-Jun	AD, JS	In person
Dee Dee Yates					In person
Dr Charmaine Villet	Dean, Faculty of Education, UNAM	Windhoek	12-May	JS, AD	in person
Kavango Stakeholders					
Maria Eises	Circuit Inspector, MEAC Kavango	Teachers Resource Centre, Rundu	20-Jun	AD, JS, PK, LK	in person
Veronica Thikusho	School Principal	Rudolf Ngondo Primary School	21-Jun	AD, JS, PK, LK	in person
Mr. Shininge	School Principal	Sauyemwa Junior Primary School	21-Jun	PK, JS, AD, LK	in person

Name	Organization	Location	Date Interviewed	Interviewer	Means
Theresia Shikusho	Teacher	Rudolf Ngondo Primary School	22-Jun	PK, JS, AD, LK	in person
Everistus Muyeghu	Teacher	Rudolf Ngondo Primary School	22-Jun	PK, JS, AD, LK	in person
Veronica Sikerete	Teacher	Rudolf Ngondo Primary School	22-Jun	PK, JS, AD, LK	in person
Petrus Kandjimi	Teacher	Rudolf Ngondo Primary School	22-Jun	PK, JS, AD, LK	in person
Annastasia Mutenda	Teacher	Sauyemwa Junior Primary school	22-Jun	PK, JS, AD, LK	in person
Pauline Kanyetu	Teacher	Sauyemwa Junior Primary school	22-Jun	PK, JS, AD, LK	in person
Sirkka Kapanga	Teacher	Sauyemwa Junior Primary school	22-Jun	PK, JS, AD, LK	in person
John Djami	Former school board member	Sauyemwa Junior Primary school	23-Jun	LK, PK, AD	in person
Annetjie Kalyata	Current Treasurer School board	Sauyemwa Junior Primary school	23-Jun	LK, PK, AD	in person
Matheus Umbange	Current Chairperson School board	Sauyemwa Junior Primary school	23-Jun	LK, PK, AD	in person
Petrus Vaino	Principal	Uvhungu Vhungu Primary school	23-Jun	LK, PK, AD	in person
Seraphine Nekaro	Past School board member - Rudolf Ngondo	Rundu Central Hospital	23-Jun	LK, PK, AD	in person
Ishmael Fortunato	Current School board member	Lifeline ChildLine offices	24-Jun	LK, PK, AD	in person
Keith Sanzilla	Circuit Inspector, (Bunya circuit) MEAC Kavango	Teachers Resource Centre, Rundu	24-Jun	PK, LK	in person
Scholastica Hausiku	Deputy Director, Kavango West, MEAC	Kavango west Education Office Ekongoro, Rundu	27-Jun	PK, LK	in person
Thomas Nyambe	Manager, Teachers Resource Centre Rundu MEAC	Teachers Resource Centre, Rundu	27-Jun	PK, LK	in person
Rufina Hamutenya	School Principal	Sikanduko Primary School	28-Jun	PK, LK	in person
Petrus Sikeso	Current Secretary School board	Sikanduko Primary School	28-Jun	PK, LK	in person

Name	Organization	Location	Date Interviewed	Interviewer	Means
Fernando Musa	Current Chairperson School board	Sikanduko Primary School	28-Jun	PK, LK	in person
Valentinus Karomo	Past Chairperson School Board	Sikanduko Primary School	29-Jun	PK, LK	in person
Kasiku Sinathe	Past School board member	Sikanduko Primary School	30-Jun	PK, LK	in person
Kasiku Kandjimi	Past School board member	Sikanduko Primary School	01-Jul	PK, LK	in person
Fanuel Kapapero	Deputy Director, Kavango East, MEAC	Regional Education Office, Rundu	29-Jun	PK, LK	in person
Regina Kanema	Old and Current Parents	Sikanduko Primary School	30-Jun	PK, LK	in person
Lucas Kativa	Old and Current Parents	Sikanduko Primary School	01-Jul	PK, LK	in person
Lina Muyerere	Old and Current Parents	Sikanduko Primary School	02-Jul	PK, LK	in person
Cornelius Kamambo	Old and Current Parents	Sikanduko Primary School	03-Jul	PK, LK	in person
Mbanze Kaundu	Old and Current Parents	Sikanduko Primary School	04-Jul	PK, LK	in person
Venancia Kasavi	Old and Current Parents	Sikanduko Primary School	05-Jul	PK, LK	in person
Bonifatius Kangungu	Circuit Inspector, Rundu Circuit	Rundu Circuit Office	29-Jun	PK, LK	in person
Hilya Siyamba	Old and current Parents	Sauyemwa Junior Primary School	30-Jun	PK, LK	in person
Aune Sikwaya	Old and current Parents	Sauyemwa Junior Primary School	01-Jul	PK, LK	in person

ANNEX D: LIST OF DOCUMENTS CONSULTED

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ANNEX E: TEAM MEMBER PROFILES

Anna-Louise Oliver Davis, Case Study Team Lead (Namibia)

Ms. Anna-Louise Davis has twenty years of experience working with community-based organisations, NGOs, the government and donors in the Namibia development sector. Particular emphasis has been on leading the design, implementation, monitoring and data collection for key Namibian conservation and tourism projects in community-based natural resource management, communal conservancy sector programmes and more recently the public health sector.

Mrs. Davis has experience in designing and delivering integrated support packages, particularly in facilitating strategic and integrated program planning, using innovative and participatory processes. An emphasis of her work has been on the design and implementation of monitoring systems for programs (conservation and public health) and the design and completion of program evaluations. Ms. Davis has an MA in Art History from the University of St Andrews, Scotland.

Tea Ward, Case Study Research Manager (Namibia)

Ms. Ward has over 11 years of experience in project management, business development, research, project implementation, and business process improvement in the international sector arena. She is currently the Knowledge Management Lead working on creating a knowledge management portal, which will enable the environment for knowledge exchange and contribute towards a better learning organization. In her previous role as a Sr. Project Manager she worked with various project teams across the globe ensuring smooth project implementation, financial management and compliance with USG regulations.

Ms. Ward holds Masters of Arts in Law and Diplomacy, specializing in International Negotiation/Conflict resolution and Information and Communication, from The Fletchers school at Tufts University in Boston.

Justin Ellis, Case Study Education Specialist (Namibia)

Mr. Justin Ellis has over forty years of experience with policy analysis, programme and project development, research and evaluation and institutional development in the sector of Education in Namibia. From 1990 until 2008, he served as Under Secretary with the Namibia Ministries of Education, where he supervised the work of up to ten Directorates and took part in Ministry senior management structures, including those for policy and programme coordination, budget, tenders, training and affirmative action. He is accustomed to working with NGOs, civil society and social movements, as well as with government.

Mr. Ellis holds Masters Degree in Education and a Diploma in Adult Education from the Victoria University of Manchester, United Kingdom.

Lisias Thiyave Kashati, Case Study Research Specialist (Namibia)

Mr. Lisias Kashati has over twenty years of experience conducting and supervising research and implementing social development programs in Namibia. During the last several years he has supervised field research in the areas of health and governance and has monitored community mobilization activities related to alcohol abuse prevention, sport and health, with a special emphasis on community efforts to address HIV in Rundu-Kavango region, Namibia. Prior to this, he managed activities in the Kavango region for several social development programs and worked as the Kavango Presiding Officer for the Office of the President – National Planning Commission Secretariat, Central Bureau of Statistics.

Patricia Komu, Case Study Research Specialist (Namibia)

Ms. Patricia Komu has over 25 years of experience in the health and development fields in Namibia, including working as a public health consultant in different contexts and with various partners. She has strong skills in quantitative and qualitative research including report writing; extensive knowledge and experience in planning, managing and implementing adolescent health issues at both health facility and community levels; experience and skills in program design and formulation including monitoring and evaluation; strong skills and experience in managing HIV/AIDS, child protection, maternal and child health, and sexual reproductive health linking health facility and community levels; and strong skills in human resource management and ability to develop strong teams. Ms. Komu also has experience in capacity building at both clinical, NGO, and community levels in health related programs.

Ms. Komu has a Master of Public Health and Post-Graduate Certificate in Public Health from the University of Western Cape, South Africa.

Jane Shityuwete, Case Study Education Specialist (Namibia)

Ms. Jane Shityuwete has 35 years' experience in the non-governmental and development sectors, the past 18 of which she has spent at top management level. She counts with extensive knowledge and experience across all aspects of leadership, management and administration. Ms. Shityuwete has lived and worked in Namibia since 1990 in the areas of health and education. Since 2001, she has worked on several donor-supported programs in Namibia focusing on HIV prevention, gender-based violence and safe schools. She served as the Country Director of the VSO program from 1992-2001, during which time she concurrently served as the Education Officer for the VSO program.

Ms. Shityuwete has a Bachelors in French and Drama from the University of Bristol, United Kingdom.

Elizabeth (DeeDee) Yates, Case Study Education Specialist (Namibia)

Ms. DeeDee Yates has twenty-five years of experience in Southern and Eastern Africa within education and development sectors with particular emphasis on policy development, program design and evaluation and survey design related to gender, early childhood development, orphans and vulnerable children and community capacity. In the last five years, she has served as Team Leader for international donor Government of Namibia funded initiatives focused on early childhood development, orphans and vulnerable children and HIV.

Ms. Yates is a resident of Namibia with a Bachelors in Education from the University of Namibia with a focus on early childhood development. She also holds a BA from the University of Virginia, USA.