DISCLAIMER

DEVELOPMENT COOPERATION REPORT: EDUCATION

Report on education within ODA for the Royal Netherlands Embassy by Bangani Ngeleza, Sybil Chabane and Dumisani Dlamini.

RESPONSIBILITY

This report was financed by the Royal Netherlands Embassy as part of their aid programme to the Government of South Africa. However, the views and recommendations contained in this report are those of the consultants, and the Royal Netherlands Embassy is not responsible for or bound to the recommendations.

THANKS

The authors would like to thank all interviewees and other informants for their time, willingness and sharing of information and opinions. We would also like to thank the donor and government representatives who attended the feedback session held during the course of the research. Finally, we must thank all the other players involved in DCR II for their assistance through meetings, e-mail, in conversation and providing documents during the conduct of the research.

CONTENTS

EXECUTIVE SUMMARY

BACKGROUND

The education sector study of Official Development Assistance is part of an initiative by the Department of Finance (DoF), together with the support of the United Nations Development Programme (UNDP) and other donors, that is aimed at developing a Development Co-operation Report (DCR) to evaluate donor assistance in South Africa in the period 1994-1999.

Within the education sector, the study focused on three sub-sectors of basic education, viz. primary education or General Education and Training Band (GET) on the National Qualifications Framework (NQF), School Development and all levels of Adult Basic Education and Training (ABET). Basic education was selected as an acknowledgement of its centrality to a national human resource development strategy. An analysis of higher education ODA was subsequently included in this study. This was done in view of the huge amount of ODA that has gone to higher education during the period under review. Time constraints meant that Higher Education could only be analysed using a desk study approach.

The education sector study focused on an analysis of ODA alignment, the management of ODA and an analysis of ODA impact.

ALIGNMENT OF ODA

The alignment of ODA is analysed primarily using national policies, plans and legislation that are regarded as reflecting areas of educational priority that the democratic government of South Africa has targeted. The education sector has indeed been very active in the development of a policy framework that encapsulates the new vision for education in a democratic South Africa. Amongst the priorities identified by government are school construction, adult basic education and training, a number of activities focused on the basic education and training phase as well as higher education. The overall conclusion of the education sector team is that there is alignment between government priorities and ODA within the education sector.

The geographic distribution of donors in South Africa is co-ordinated through the National Department of Education. The geographic spread of ODA is analysed on the basis of a comparison between the number of donors that are active within each of the provinces and provincial socio-economic indices. The finding is again that donor spread follows the provinces that have the most need for support.

ODA MANAGEMENT

In relation to ODA management, some donors are apprehensive about the use of intermediaries to manage ODA. The view is that this approach works against the objective of building management capacity within government. The suggestion is that where such an approach is used, the model of locating a technical advisor within the department should be adopted.

There is also a feeling among South African education officials that the level of donor flexibility to deal with sudden shifts in project contexts that require the adjustment of outputs and activities is limited. It is not uncommon for donors to delay to make the necessary approval of such deviations, a factor which tends to further work against the efficiency with which projects are implemented.

Donors sometimes find that national DoE commitment to certain components of ODA does not always translate into provincial level commitment, a factor that impacts negatively on ODA implementation and management.

Some donors have expressed an interest in seeing projects that they support being dealt with as part of normal DoE activities rather than as separate projects.

The role of the International Development Co-operation Directorate (IDC) in the Department of Finance

Most donors indicated that the level of interaction between the donor community and the IDC office of DoF is not optimal. Interaction often occurs once a year during country to country consultations. There is a view that IDC needs to identify more opportunities to engage with donors on a more ongoing basis.

IDC is in the process of developing a web-site that will serve as an information clearing-house for ODA. IDC also maintains contact with line departments. In the case of the education department, the level of contact with the IDC appears not to be optimal.

DONOR CO-ORDINATION

Regarding donor co-ordination, there is a view that in order to further stimulate and improve donor co-ordination, the Department should consider adopting a programmatic approach to ODA utilisation, i.e. develop a programme for ODA support (stretching over 3 years for example) within which various donors would then identify their niches.

Respondents in the study also suggested that the Directorate for International Relations facilitate collective engagement between education sector donors and DoE. Most formal interaction between DoE and donors happens between directorates and donors around specific projects.

DoE staff believes that the Directorate for International Relations should be more proactive in terms of informing line Directorate on how to deal with ODA. The

Directorate for International Relations should consider adopting an approach where they pull together the annual plans of line directorates and identify common threads that require ODA support.

Donor co-ordination has also not provided proper guidance on how the various sub-sectors of education should be approached. As one respondent put it, donors generally are not aware of any strategy for ODA in the DoE that goes beyond alignment with policy priorities.

There is little ODA related dialogue between the national department and the provinces. Provinces often cannot afford to dedicate resources to the co-ordination of ODA. Provincial staff feels that they are not adequately involved in negotiations relating to ODA targeted at their provinces.

ODA SUSTAINABILITY

Donors in the education sector tend engage Technical Assistance from their home countries both for the co-ordination and management of their projects. Projects are tendered in donor's home countries. This approach to ODA management has problems – unless handled well, it may limit possibilities for the building of management capacity. Without management capacity, ODA will be difficult to sustain.

Even when the project management function is located with an institution outside of the DoE, this institution should be close enough to the department for there to be a sense of ownership within the DoE. This approach would facilitate capacity building.

The efficiency with which donor funds are accessed has improved measurably since 1994, but problems remain. For example, the EU has opted not to extend any more funding to education because a lot of the funding that it had allocated to the sector has not yet been accessed. The one challenge facing DoE is to improve its capacity to absorb donor funding. Often, ODA management is an add-on to core job functions of officials, and this is burdensome. Inflexible in donor accounting requirements can also make government officials reluctance to use ODA funds.

ODA IMPACT

In relation to impact, the recent nature of ODA within the education sector makes it premature to speak of ODA impacts. Furthermore, the actual contribution of donors to the education sector relative to the total budget for education is relatively small. This notwithstanding, a few observations are made.

Technical assistance has been provided to the national Department of Education for the development of an equity based funding formula for basic education. This support has led directly to the current funding norms and standards, which are the basis on which all public and private schools are funded. This is one of most

significant impacts that have resulted from ODA, in terms of its widespread impact on the education system as a whole.

Equally important has been the support provided for the development of well-functioning Education Management Information Systems in all education departments. The creation of a reliable and comprehensive information system for education has dramatically improved the ability of departments not only to plan education provisioning, but also to make informed choices about which areas or schools require urgent attention. Again, the impact cannot be quantified, but the effects are clearly visible at all levels.

At a different level, a significant number of teachers are being trained on both content and methodology in order to equip them to implement OBE. The school level impacts of these teacher development initiatives, funded under the Presidential Education Initiative, will require close monitoring to assess the success of the cascade model[1] that is being implemented in many provinces. However, in the absence of systematic reflection of lessons learned within national and provincial departments, this process is in danger of continuing unchecked, and thus successes and failures run the risk of going unrecognised.

An evaluation of the experience under the ABET Ithuteng Ready to Learn Campaign would be useful in informing what works and what needs revising. The other initiatives relating to school development and management have shown results more in terms of the maturing of processes, than in changes at school level.

Successes in ABET have been at the level of placing greater focus and emphasis on the sub-sector than has been the case in the past. This has included the development of policies, and of the Multi-Year Plan. Furthermore, some of the initiatives developed and implemented by departments in partnership with NGOs have yielded valuable lessons, which should be replicated more widely.

However, the impacts in terms of direct benefits to learners are still to be realised.

In School Building, a number of schools have been built, and although there are difficulties here and there in relation to the management of these resources, this has not diminished the value that the construction of these schools or classrooms has added to education development in those provinces.

In Higher Education, ODA has had a positive bias towards Historically Disadvantaged Institutions, e.g. the EU funded Library Books and Training programme and USAID's Tertiary Education Linkages Project. This seems to be in line with the stated DoE priorities of building these Institutions' capacity to carry out national policies as laid out in the Higher Education White Paper, Higher Education Act and other government policies.

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[1] This refers to the approach that takes a core group of teachers who are given intensive training on a particular subject or methodology; they are then expected to return to their schools and become trainers and facilitators for other teachers in their schools and/or their districts.

As with the other sub- sectors it is difficult t make judgement on what and how much impact ODA has had in this sub-sector. Scholarships have benefited at least 158,887 students from disadvantaged communities during the period 1995-97 (Source: DFID/RSA Project Memorandum, 1999), the majority of which have been females.

RECOMMENDATIONS

RECOMMENDATIONS FOR ODA ALIGNMENT

♦ Donors should limit the extent of their support to small-scale projects. Where such projects are supported, there should be clear relations and/or value added to the attainment of the objectives in overall development co-operation strategies.
♦ To optimise impact, donors should make their programming geographically focused, and should, as far as possible, avoid programmes that attempt to cover the whole country.
♦ A DoE official should be included in all development co-operation strategy design and review missions.
♦ DoE should consider initiating formal and ongoing engagement with the donor community, to improve the clarity of DoE commitment to priorities.
♦ Education sector ODA needs include a conscious focus on gender equity.

RECOMMENDATIONS FOR ODA MANAGEMENT

♦ Wherever possible, ODA management should be located within DoE. Where a need for an independent Technical Advisor is identified, DoE should house them (TAs) in order to secure ownership.
♦ Donors should conduct a review of their ODA management processes, systems and frameworks, with the view to improving the efficiency with which decisions are made.
♦ DoE should devise a mechanism for the early involvement of provinces in discussions on ODA.
♦ DoE should consider adopting a programmatic approach to dealing with ODA. Such a programme (which could be planned for three years) should outline sector-wide priority areas and preferred modalities for thematic interventions, e.g. how to deal with management development as a crosscutting issue. As part of this, the DIR should consolidate line directorate annual plans and identify common threads that require ODA support, such as governance and management. One approach in dealing with issues that cut across the whole sector, could be to target donor funds towards developing models to manage cross cutting issues, rather than addressing them piecemeal as part of other initiatives.
♦ The DIR could play a better role in informing line directorates on ODA

management through information workshops and ongoing communication.

- A strategy for ongoing formal engagement with the donor community needs to be developed, e.g. annual retreats involving DoE and donors, to deal with strategic issues relating to ODA.
- Bi-monthly donor meetings could be kept informal but, once a programme is developed, their focus could be improved to include ongoing review of the programme and overall ODA alignment with the programme. DoE should consider taking on a more active role in these donor gatherings, e.g. convening and co-ordination.
- A mechanism for co-ordinating ODA at provincial level needs to be explored. This process should ideally be led by DIR within DoE. Relevant provincial officials should be involved in negotiations around ODA that will be going to their provinces.

RECOMMENDATIONS FOR THE IDC RELATIONSHIP TO DONORS

- IDC should consider establishing mechanisms for ongoing dialogue with donor countries. This will enable it to respond to ODA related queries in a timely manner.
- IDC should find a mechanism for improving its level of engagement with the Education Department.

RECOMMENDATIONS ON SUSTAINABILITY OF ODA

- Donors need to review their approach to ODA management and aim to build a more prominent and active role for local resources in project co-ordination and management. Care should be taken that project management functions (even when located with an institution outside of the DoE), will be close enough to the department for there to be a sense of ownership. This approach would also facilitate capacity building.
- In order to optimise sustainability, ODA needs to give priority to the creation and testing of systems and models. Institution building should also be prioritised.
- The level of bureaucracy inside government and in donor disbursement systems should be reduced.

LIST OF ABBREVIATIONS

ABET	Adult Basic Education and Training
CBO	Community Based Organisations
CIDA	Canadian International Development Assistance
COLTS	Culture of Learning, Teaching and Service
DANIDA	Danish International Development Agency
DCR II	Development Co-operation Report II
DfID	Department for International Development
DoE	Department of Education
DoF	Department of Finance
DIR	Directorate for International Relations
EU	European Union
FET	Further Education and Training
GEAR	Growth Employment and Redistribution
GET	General Education and Training
GTZ	German Technical Co-operation
HEDCOM	Heads of Education Departments Committee
HIV/AIDS	Human Immuno-deficiency Virus/Acquired Immune Deficiency Syndrome
IDC	International Development Co-operation
INSET	In-Service Training
JET	Joint Education Trust
JICA	Japan International Cooperation Agency
KZN	Kwa Zulu Natal
LFA	Logical Framework Approach
MEC	Member of Executive Council
MTEF	Medium Term Expenditure Framework
MYIP	Multi Year Implementation Plan
NEDA	Netherlands Development Agency
NGO	Non Governmental Organisation
NQF	National Qualifications Framework
ODA	Official Development Assistance
PEI	Presidential Educational Initiative
PRESET	Pre-Service Training
RDP	Reconstruction and Development Programme
SAQA	South African Qualifications Authority
SDC	Swiss Development Co-operation
SIDA	Swedish International Development Cooperation Agency
UNDP	United Nations Development Programme
USAID	United States Agency for International Development

1 INTRODUCTION

1.1 BACKGROUND

The education sector study of Official Development Assistance is part of an initiative by the Department of Finance (DoF), together with the support of the United Nations Development Programme (UNDP) and other donors, that is aimed at developing a Development Co-operation Report (DCR) to evaluate donor assistance in South Africa in the period 1994-1999.

A key outcome of the overall DCR initiative is to generate guidelines for the alignment of future overseas development assistance (ODA) to the development priorities of the South African government. More specifically, the objectives of this sector study were to:

♦ conduct an evaluation of education sector ODA to South Africa in the period 1994-1999;
♦ offer recommendations as to how present and future education sector ODA should be co-ordinated and aligned to the articulated needs and priorities of the South African government as reflected in the MTEF;
♦ develop appropriate systems, mechanisms and tools to be used to conduct evaluations of education sector ODA expenditure in South Africa on a regular basis.

Within the education sector, the study focused on three sub-sectors of basic education, viz.

♦ primary education or General Education and Training Band (GET) on the National Qualifications Framework (NQF),
♦ School Development
♦ Adult Basic Education and Training (ABET). Basic education was selected as an acknowledgement of its centrality to a national human resource development strategy.

An analysis of higher education ODA was subsequently included in this study. This was done in view of the huge amount of ODA that has gone to higher education during the period under review. Time constraints meant that Higher Education could only be analysed using a desk study approach.

In meeting the objectives as set out in the terms of reference, it was expected that the study would:

♦ shed light on the type and extent of achieved impact;
♦ analyse unintended outcomes with the intention of checking how these positively supported ODA in the education sector;
♦ analyse the extent to which ODA in the education sector is sustainable or continues to deliver continued benefits to the target group;

♦ assess the strategy, role and priorities of the DoE in ODA programmes and how DoE foresees future ODA, and thus how DoE hopes to sustain ODA;

♦ assess lessons learnt from ODA in the period 1994-1999 with the intention of informing future education ODA strategies;

♦ present an analysis of provincial distribution of ODA in Education;

♦ establish whether donor expertise match provincial priorities;

♦ assess the extent to which donor assistance successfully fits into provincial Education objectives for the four sub-sectors;

♦ incorporate the findings of task teams that may have been set up by the donor agencies in the education sector or by the DoE;

♦ incorporate results of evaluations of donor assistance conducted by national and provincial DoEs;

♦ evaluate the extent to which capacity development, gender and environmental concerns have been successfully integrated into all projects and programmes within the four sub-sectors of education;

♦ present an evaluation of the efficacy of ODA within the four sub-sectors.

In the final analysis, the education sector study – as a component of a broader initiative – will shed light into the degree to which there is local ownership of ODA as defined in the document entitled 'Analysis of Institutional Arrangements: Summary of Key Findings (1999).'

1.2 PARAMETERS OF THE STUDY

In approaching the sector study, the team acknowledged the two related yet distinct phases that have characterised development thinking in South Africa since 1994.

The first phase was driven by the RDP strategy, which is characterised by strong elements of people centredness and mass mobilisation to anchor development. The second phase of development thinking and prioritisation was ushered in with the inauguration of the GEAR strategy in 1996.

GEAR has introduced strong market principles into South African development thinking and practice. It represents a shift away from the notion that the growth needed to attain social goals could be driven by public expenditure, to a view that redistribution of wealth and resources would have to be fuelled by market-led economic growth. Although seen as a radical break from the people centred RDP by its opponents, proponents of the GEAR strategy insist that the strategy complements the RDP and imbues it with elements of economic rationality and realism.

Educational planning has over the past few years been driven by the need to re-instate the Culture of Learning, Teaching and Service within the system. This has defined national and provincial education practice particularly within the formal sector. The Minister of Education has further re-emphasised this focus via his 9 point 'Tirisano' campaign (see annex 1 for the nine points). These two campaigns

have been considered and used to benchmark ODA (particularly within the formal sector).

Most ODA in the education sector during the period covered by DCR I has focused on human resources and institutional capacity building (i.e. teacher training and retraining); policy and curriculum development; and policy implementation. The emphasis of capacity building has been on skills transfer through technical assistance, involving sending officials and education managers to donor countries, and the secondment of skilled personnel from donor countries to the DoE. The emphasis of teacher training has been on the training of science, mathematics and technology teachers, with DoE directing donors as to which provinces to focus on.

A key objective of DCRII is to recommend measures for enhancing South African ownership and control of ODA. In terms of the document entitled 'Analysis of Institutional Arrangement: Summary of Key Issues (1999)', ownership and control is defined by the following:

♦ Leading the agenda (setting priorities) and decision making;
♦ Ensuring alignment to national development priorities;
♦ Driving effective management and co-ordination;
♦ Ensuring cohesion and integration for maximum results, and
♦ Monitoring and evaluation.

Linked to the issue of ownership is that of sustainability of ODA. Sustainability requires that both donors and the South African government consider two constituents.

♦ Financial sustainability – where questions of affordability and integration into South African budgetary mechanisms must be answered, and
♦ Technical sustainability of outputs beyond the project period – this includes questions of institutional capacity and alignment with government plans and priorities.

The first step towards sustaining ODA is to see it as an integrated activity rather than something that happens parallel to what national, provincial and local government is doing (Analysis of Institutional Arrangement; 1999).

To date, it has been difficult to quantify the impact of donor assistance because of poor information management. Only in a few cases has the initiation of ODA related interventions been preceded by baselining. This leaves DCRII with only one option for impact identification, viz. evaluating ODA objectives against the status quo as identified at the time of the assessment.

Capacity building, gender and environment are seen as crosscutting issues within the context of DCR. Our experience tells us that development programmes and projects have always battled to deal with these crosscutting issues. Gender is more often than not taken in the narrow sense of relating it to women's concerns. In so doing, the possibility of locating such concerns within the context of a broader socio-economic milieu is often lost. Similar narrow approaches are often adopted in

dealing with environmental and capacity building issues. One of the key questions that DCRII will need to answer relates to the validity of the definitions that are used for these crosscutting issues.

2 METHODOLOGY

The methodology used in this evaluation sought to balance both the comprehensive scope of the project with the limited time and resources available

Firstly, we attempted to identify and capture the overall national level alignments between ODA and government priorities as articulated in the MTEF and other policy documents, legislation, plans and position papers focusing on the three identified educational sub-sectors. This first level generated primarily qualitative and global answers regarding the nature, extent and focus of ODA during the said period.

The second level of analysis was more focused on selected provinces, donors and recipients. This level of analysis provided quantitative results and allowed for a review of ODA case studies (one of which is presented in this report) in order to glean into the more specific impacts that have been achieved by ODA, if any. The identification of impacts was affected by the limited time that was available for interacting with beneficiaries. Gap analysis was possible at both these levels.

An important aspect for the reader to note is that this report does not attempt to provide commentary on the performance of individual projects. This we have avoided for the following reasons:

♦ Our brief was to comment on ODA rather than specific projects;
♦ This approach safeguards the identity of informants and is therefore in line with ethical standards in social research;
♦ By reducing the need for institutions to explain and/or defend their performance (or lack of it), this approach improves possibilities that the findings and recommendations will receive wide acceptance and implementation.

More specifically, our approach entailed the following steps:

2.1.1 Step 1: Literature review

The review of literature covered the following documents from education departments:

♦ Education sector policies;
♦ Education legislation;
♦ Plans and position papers produced after 1994;
♦ RDP strategy document,
♦ GEAR strategy document;
♦ MTEF documentation will be reviewed

♦ Provincial strategies and multi-year plans

This comprehensive review of literature has provided a sense of where the priorities of South Africa lie in relation to the four education sub-sectors that have been identified.

In addition to seeking to better understand national priorities in relation to the four sub-sectors, the review also shed light on the extent to which national priorities have accounted for cross cutting issues that include gender, environment and capacity building.

The following documentation from donors was consulted to provide a comparative analysis:

♦ Donor strategy documents outlining the objectives of their support to education
♦ Evaluation reports of ODA projects where available
♦ Project documents.

More detailed information on the activities that ODA in the four sub-sectors has targeted as well as associated objectives were used to investigate the level of alignment. There were limited possibilities for using evaluation reports because most ODA is of recent origin and is yet to be evaluated.

One of the outputs of this level of analysis is a matrix presenting relevant ODA (where data was available) on the basis of selected variables (see Annex 2), which include:

♦ donor programme;
♦ sub-sector targeted;
♦ type of assistance;
♦ objectives of ODA;
♦ recipient tier of government;
♦ implementing agent
♦ project duration;
♦ amount

This national analysis was then followed by a review of literature in relation to the three provinces that were identified for in-depth impact analysis. The team identified three provinces based on the size of ODA received viz. the Northern Province, KwaZulu-Natal and the Eastern Cape.

In addition, any reports that could have been generated by task teams set up by either government or donors were reviewed with the objective of incorporating their findings in the final report.

2.1.2 Step 2: Analysis of crosscutting issues

In addition to including questions aimed at establishing the integration of crosscutting issues into the interview schedules (these were mainly received from

relevant sector teams), conversations were initiated with teams dealing with such issues, particularly with the gender and environment teams. This happened before interviews with relevant stakeholders and provincial visits. The main purpose of such conversations was to determine the definitions and understandings that are informing these teams in relation to such crosscutting issues.

2.1.3 Step 3: Conduct interviews

Using guides, interviews were scheduled with a selection of stakeholders, starting with the nine donor organisations identified in Annex 2. Following this, interviews were scheduled with the following stakeholders:

♦ The National Department of Education viz. ABET directorate, the General Education and Training section, the section responsible for provisioning or school construction and the Directorate for International Relations.
♦ Education Departments in the three provinces.
♦ Selected implementing agents in the identified provinces. These will be identified through information provided by donors, e.g. NGOs, CBOs, Universities etc.
♦ A selection of project beneficiaries within the provinces.

The interviews allowed for a more in-depth analysis of ODA and the degree to which it has achieved both intended and unintended outcomes. All the key elements of the study were explored during the interviews including:

♦ impact (both in quantitative and qualitative terms as well as intended and unintended),
♦ lessons learnt,
♦ sustainability of ODA, i.e. financially and in terms of outputs,
♦ co-ordination of ODA and its alignment to the articulated needs of the South African government,
♦ integration of cross-cutting issues (gender, environment and capacity building),
♦ match between donor expertise and provincial needs and objectives,
♦ DoE's donor strategy.

The interview guide that was developed incorporated a set of questions that were sourced from the teams that are looking at crosscutting themes (gender, environment and capacity building).

Face to face interviews were the main approach that was used in gathering qualitative information. As stated earlier, interviews were not possible in the case of the higher education assessment. This sector assessment relied fully on a review of literature.

2.1.4 Step 4: Development of evaluation tools

The team finds the usefulness of a sector specific approach to the development of a tool to assess the impact of ODA a bit questionable. This concern notwithstanding, the team attempted to identify any tools that may be existing for this purpose with no success. In the absence of such, the team is recommending that IDC consider developing a generic tool that could be used by various sectors as a guide for impact assessment. One approach to doing this would be to convene a multi-sectorial workshop. The main purpose of such a workshop would be to agree on broad categories of questions that such a tool should address.

3 RESULTS AND DISCUSSION

3.1 ANALYSIS OF ODA ALIGNMENT

3.1.1 Education sector policies and priorities

The alignment of ODA is analysed primarily using national policies, plans and legislation that are regarded as reflecting areas of educational priority that the democratic government of South Africa has targeted. The evaluators of course acknowledge the tendency for policy to identify everything as virtually important. The last point notwithstanding, the education sector has been very active in the development of a policy framework that encapsulates the new vision for education in a democratic South Africa. Amongst the priorities identified by government are:

♦ school construction;
♦ Adult Basic Education and Training;
♦ A number of other activities focused on the basic education and training phase.

The following are extracts from some of the policy statements in relation to the three education sub-sectors.

School Construction

The chapter 2 (3) of the Education Policy Act of 1994 makes every MEC responsible for ensuring that there are enough school places so that every child who lives in his or her province can attend school as required by sub-sections (1) and (2) of the act. Chapter 3 (19) specifies that the MEC must provide public schools for the education of learners out of the funds appropriated for this purpose by the provincial legislature.

The White Paper on Reconstruction and Development (1994) also identified the need for education infrastructure development through its sixth principle. This principle states that the key link to the integration of growth, development, reconstruction, redistribution and reconciliation into a unified programme is ' … an

infrastructural programme that will provide access to modern and effective services such as … education and training for all our people' (p8).

The RDP White Paper goes further to identify Human Resources Development Programmes. One of these is the Culture of Learning Programme whose aim was to restore the culture of learning in education institutions. The programme catered for the physical improvement in, amongst other things, school buildings and was allocated a sum of R100m from the 1994/95 RDP budget. A further R200m was added to the budget for this project for financial year 1995/96.

In a call to action entitled 'Mobilising Citizens to Build a South African Education and Training System for the 21st Century', (27/07/99) Minister of Education Prof. Kader Asmal outlined the challenges facing the education system. One of these challenges is that of addressing the rampant inequality of access to educational opportunities of satisfactory standards. He also outlined DoE priorities through the 'Tirisano Campaign', one of which he identified as dealing with the conditions of physical degradation in South African Schools.

Adult Basic Education and Training

Adult Basic Education and Training has also been prioritised by the South African government as evidenced in a number of policy statements that came out after 1994.

Chapter 5 (52) of the White paper on Education and Training (1995) sets out government's attitude towards ABET. According to this document ' … ABET is a force for social participation and economic development, providing an essential component of all RDP programmes. The objective of policy is a national ABET programme, focused on particular target groups which have historically missed out on education and training, and providing an appropriate ABET curriculum whose standards will be fully incorporated in the National Qualification Framework' (p31). As further confirmation of the priority given to ABET by government, the education ministry established a directorate for ABET.

In dealing with the labour market and human resources development, the White Paper on Reconstruction and Development (1994) states that ' A coherent human resource development policy will be developed to focus on skills acquisition and ABET for the incumbent workforce of basic schooling…' (p26).

As part of the Human Resource Development Programme, the RDP White Paper identified a national literacy programme as one of its programmes. The aim of this programme was to launch a National Adult Basic Education and Training programme through line departments and institutions to address the literacy and numeracy gap in the country.

In 1997, the Directorate for ABET developed a National Multi-Year Implementation Plan for ABET (MYIP). This was followed by the development of provincial multi-year plans. The multi-year plan was developed as a means of operationalising the National Policy Framework for ABET which was confirmed by the Committee of

Heads of Departments (HEDCOM) on 22 October 1997. This is a committee that is constituted by heads of education departments of all the provinces as well as the national head. The MYIP identifies ABET as the foundation or basis for further and higher education and training and for entry into the workplace.

The MYIP has identified the following areas for ABET development in the short to medium term:

♦ Increasing learner enrolment,
♦ Implementing a new curriculum framework;
♦ Developing and implementing an assessment system for ABET;
♦ Development of effective learning institutions;
♦ Practitioner development;
♦ A development and implementation of a quality assurance system;
♦ Mobilisation and advocacy;
♦ Monitoring and evaluation

The Report of the Interim ABET Advisory Body (Consultative Workshop: 1-2 July 1999) highlights priorities in relation to ABET as:

♦ The development of an ABET framework.
♦ The development of a policy for ABET.
♦ The implementation of the Multi Year Implementation Plan.
♦ The development of an ABET curriculum framework.
♦ ABET practitioner development.

A draft ABET legislation was developed in 1999 and will go before parliament in the near future in the form of an ABET Bill.

Other initiatives that affirm the significance with which ABET is regarded is the Ithuteng 'Ready to Learn Campaign' which was launched nation wide on 11 February 1996 and funded to the tune of R50 million.

Minister of Education, Professor Kader Asmal has also prioritised through the Tirisano campaign, the need to 'break the back of illiteracy among adults and youth in 5 years'.

Primary Education

The democratic government of South Africa has committed itself to universal primary education. Amongst the strategies to achieve this are the promotion of access by; increasing net enrolments in primary education, promoting quality, promoting retention by increasing the number of pupils completing the 4th grade and promoting equity by levelling the ratio of boys and girls in primary education.

Following the 1994 elections, the main priority for government was the transformation of the education system, including basic education. The White Paper on Education and Training in a democratic South Africa: First Steps to develop a new system outlines a new vision for fundamentally transforming the

education and training system. Central to this vision is the goal of opening the doors of learning and culture for all. The White Paper on the RDP outlines a framework for the restructuring of the education and training system, which commits government to providing basic education. The new system was to be constructed in order to achieve equity, quality, democracy and access to basic education for all children.

The phase immediately after 1994 was characterised by a lot of policy work, which redefined the education system into one national system with nine provincial sub-systems.

Having reconfigured the system, the period that followed entailed the setting of new priorities aimed at taking the education system forward. Amongst these are the following:

♦ Teacher development to prepare them for teaching Maths and Science, and to handle large classrooms, multi-grade classrooms and multi-lingual and multi-ethnic classrooms.
♦ Reform in the areas of qualification pointing to the establishment of the National Qualification Framework administered by SAQA.
♦ The implementation of curriculum 2005, which embeds outcomes-based education.
♦ The development of education management.
♦ The Culture of Learning, Teaching and Service which emphasises a recommitment to the mission of education and making schools work, educator professionalism and a general positive attitude to education change.

In addition to these, the minister of education has just recently announced the Tirisano 'ready to learn' Programme with its programmes. Amongst these programmes, the following are the most pertinent for primary education:

♦ School Effectiveness and Educator Professionalism,
♦ Organisational Effectiveness of the National and Provincial Departments,
♦ HIV/AIDS.

The most relevant of the priorities of these programmes to primary schooling are:

♦ To make schools centres of community life;
♦ To develop the professional quality of the teaching force
♦ To ensure the success of active learning through outcomes-based education;
♦ Making provincial systems work by making co-operative governance work.
♦ Dealing with the HIV/AIDS emergency in and through the education and training system.

Higher Education

The South African Government, as reflected in a number of policy assertions from 1994, views the higher education sub-sector as a high priority. Chapter 5 (64) of

the White Paper on Education and Training sees higher education as representing 'a major resource for national development, and contributes to the worldwide advance of knowledge'. The Minister of Education has further emphasised the importance of higher education through the Tirisano programme by asserting that one of the key priorities is to 'implement a rational, seamless higher education system that grasps the intellectual and professional challenges facing South Africans in the 21st century'.

Following the first democratic elections in 1994 the government set itself a task to transform the South African education system, including higher education, to reflect the values and aspirations of the new society.

Transformation of higher education has meant dealing with the following challenges and needs, as reflected in the Education White Paper 3 (A Programme for the Transformation of Higher Education, p10):

♦ Increased and broadened participation- it was accepted that the majority of the population – specifically, blacks, women, the disabled as well as the matured – does not have access to this sub-sector
♦ Responsiveness to societal needs and interests- the need to restructure education to respond to the needs of the new society and a rapidly changing economy
♦ Co-operation and partnerships in governance- a need to define relationship between higher education and the different facets of the South African society

The Higher Education Act was passed in 1997 and identifies the following priority areas:

♦ Establishment of a single co-ordinated higher education system
♦ Restructuring and transformation of programmes and institutions
♦ Redress of past discrimination and ensuring representivity and equal access
♦ Responding to the needs of the country and of the communities served by the institutions

3.1.2 Donor priorities

This section outlines the process of priority setting by the donors and comments on the extent to which the process allows for the matching between government and donor priorities. The section also analyses areas (within the four sub-sectors) that donors have focused their support to and whether these are in line with government priority areas. For a more concrete presentation of ODA, the reader is referred to Annex 2, which presents a listing of donors active in the education sector, by the types of initiatives that they have supported

3.1.3 Process of priority setting by donors

Official development support is with the exception of only a few cases, always guided by donor's programming strategies. These strategies are often multi-sectoral, with education as only one of the sectors described. Country strategies outline donor strategies for support within the education sector. The process of developing strategies often entails:

♦ Commissioning background papers by local consultants who are in a better position to understand the local context;
♦ Fielding missions to conduct/ develop the strategy, including
  • conducting interviews with key role players both in and outside of government;
  • visiting project sites in cases where there is already some co-operation.

The strategy development process would normally take account of:

♦ Development policies of the government of South Africa;
♦ Relevant policies from donor countries;
♦ Donor country experience in South Africa;
♦ Donor country experience in areas for support;
♦ Resource constraints.

In addition, there would be an ongoing dialogue between donor countries and the South African government, e.g. through annual consultations. The basis for the establishment of development co-operation programme between two countries in the short to medium term is normally a memorandum of understanding (MoU) or other similar document that would be signed between South Africa and donor countries. Such MoUs often lay the ground rules for co-operation and ensures that ODA is guided by input from South African authorities. Donor strategies are subject to reviews at regular intervals.

All the donor strategies that are in existence acknowledge the primacy of the RDP as the guiding policy for ODA intervention in South Africa. GEAR is regarded as complementary to the RDP. There is an acknowledgement that unlike the RDP, GEAR provides guidelines for implementation. This it does through the presenting of fiscal targets.

This approach is found to be satisfactory in that it facilitates an understanding by the donor organisation, of the challenges that need to be addressed as well as the priorities that have been identified at a stage where they are developing their strategies.

Areas for improvement

Review reports and our observations of some of the country strategies have identified certain areas for improvement in donor strategies. Amongst the areas of weakness identified are:

- ◆ That some donors tend to give support to a number of small-scale projects. This tends to lead to a lack of cohesion and consistency in programming.
- ◆ Impact is also often diluted by donors supporting a number of projects without having the requisite capacity to manage them. They thus often find themselves stretched.
- ◆ Some donors to programme countrywide without selecting geographic areas of focus (provinces) has minimised the impact that such ODA could have made.
- ◆ Some donors to state sectoral objectives broadly that it becomes difficult to translate these into specific needs in specific areas.
- ◆ Although donors have programme strategies, they often continue responding to requests outside of their strategy's stated scope of activities.
- ◆ The process of developing strategies is not always as democratic and transparent as it seems. Although the government is supposed to give direction, in practice, donors still do the high level thinking behind the strategies using their own consultants.
- ◆ Donors have remained within a paradigm, which has not taken account of sustainable implementation strategies.
- ◆ The process of priority setting by donors has in certain cases been affected by a lack of clarity about the level of commitment to priorities by the South African DoE.
- ◆ Certain donors have expressed concern about the absence of guiding policy environment, e.g. in ABET.

Recommendations

- ◆ Donors should limit the extent of their support to small-scale projects. Where such projects are supported, there should be clear relations and/or value added to the attainment of the objectives contained in overall development co-operation strategies.

- ◆ In order to optimise impact, donors should adopt a geographically focused programming approach, i.e. they should, as far as it is possible, avoid programmes that attempt to cover the whole country.

- ◆ A consideration should be made for the inclusion of a DoE official in all development co-operation strategy design and review missions.

- ◆ In order to improve the clarity of DoE commitment to priorities, DoE should consider initiating formal and ongoing engagement with the donor community.

3.1.4 Alignment of ODA with DoE priorities

The objectives of education sector donor co-operation strategies generally reflect an acknowledgement of the importance of the restructuring of education and training for equity and redress which has guided the SA government particularly in the period following the 1994 elections. For example, the EU has identified as its

objective for its strategy for Education and Training Support: assisting in the restructuring of education and training delivery to serve the needs of the under privileged sections of the population. It also aims to assist in the development of South Africa's human resources.

The following sections comment on the performance of ODA in relation to alignment with the priorities of the Government of South Africa.

Chart 1 presents the percentages of ODA that went to the different sub-sectors of education between 1995 and 1999. According to this chart, the bulk of ODA went to higher education. Of this higher education ODA, about two thirds went to scholarships, which is an indication of Higher Education ODA's response to the priority of improving access to students from historically disadvantaged communities.

According to TEFSA records, the majority of recipients of donor funded scholarships have also been blacks, and more than half were females, which again is a reflection of sensitivity to the need for equity and redress in education. The question that would still remain to be explored is whether or not the scholarships have been sensitive to the need for geographic equity (ie provincial and rural bias). It was also not possible to assess issues of equity in those scholarships not funded through TEFSA.

As can be evidenced in this chart, ODA generally tends to be aligned to the sectors where there is most need; i.e. a lot of support went to basic education and higher education. ODA to ABET and further education and training were proportionately almost equal. This, the evaluation team finds to closely mirror the prioritisation of the South African government.

Chart 1: ODA by Sub-Sector
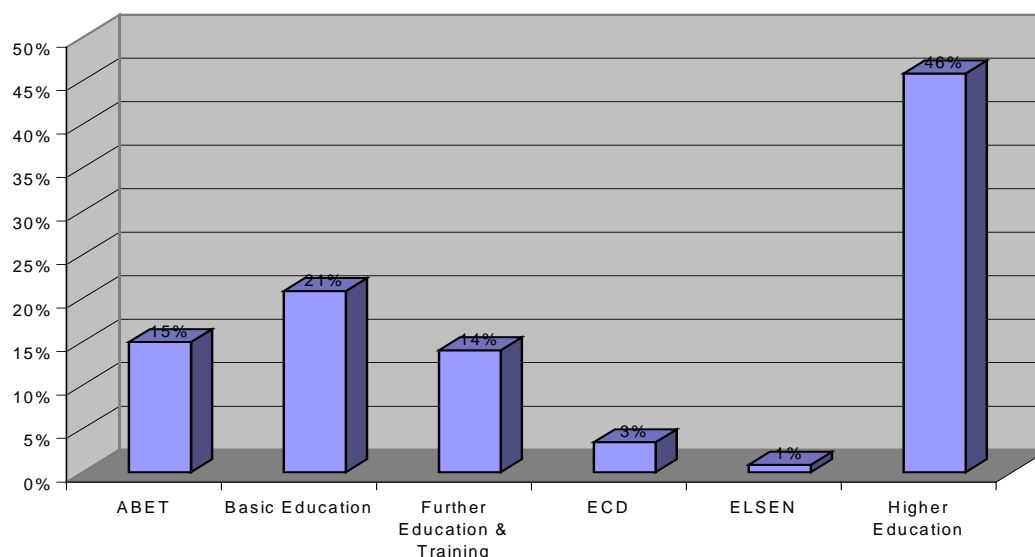
In terms of the activities that have been funded, Chart 2 (next page) shows that human resources development has received a huge amount of ODA (about 40%). Human resource development is made up of capacity building/training, teacher development, teacher training and education management development. School building, SAQA and maths, science and technology have also received fair amounts respectively.

School building contributes to improving access to education and SAQA relates to transforming the system through the establishment of a National Qualifications Framework. These issues have been placed very high on the agenda of DoE. This chart seems to suggest that gender is not given adequate attention in education sector ODA. This is corroborated by the team's findings from interviews that, with a few exceptions, gender issues are often not consciously pursued in education sector ODA.

Science, maths and technology have also been identified as very crucial elements of South Africa's human resource development strategy.

Chart 2:
ODA by Activity
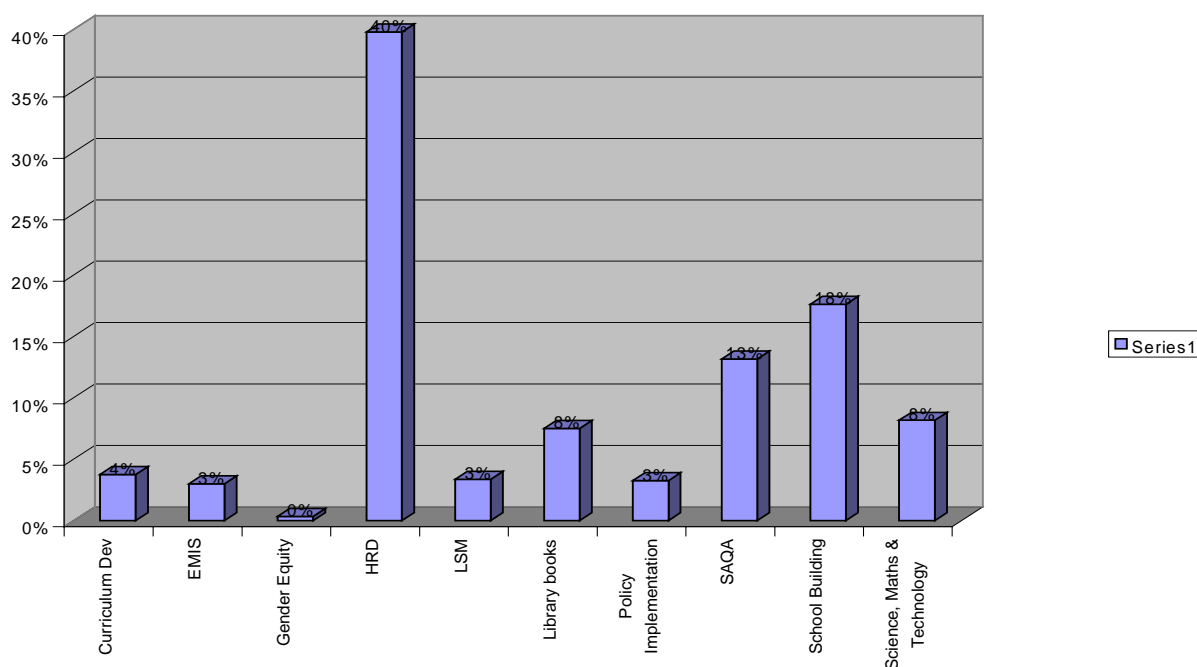
Areas for improvement

♦ Education sector ODA needs to focus more consciously on issues of gender equity.

3.1.5 Geographic spread of ODA

The geographic distribution of donors in South Africa is co-ordinated through the National Department of Education. In this section, the geographic spread of ODA is analysed on the basis of a comparison between the number of donors that are active within each of the provinces and provincial socio-economic indices. The socio-economic index was developed by the Education Foundation based upon the following three variables, viz.

♦ average years of education of adults (19-64 years),
♦ economic dependency ratio, and
♦ % households with electricity.

Magisterial districts are used as units of analysis. As can be seen in the attached map, the Eastern Cape, Northern Province, North West and, KwaZulu-Natal rank relatively low in socio-economic development (i.e. more dark shades). The number of donors that are active in the various provinces mirrors the level of need, i.e. more donors are active in these provinces than in any of the other five that show relatively better levels of socio-economic development.

3.2 ANALYSIS OF ODA MANAGEMENT

3.2.1 General

ODA projects are generally managed through the setting up of project committees, i.e. steering committees and/or executive committees. These committees are often multi-stakeholder committees that are meant to secure buy-in by all key stakeholders and to ensure adequate guidance for the project. A Project management Unit or Group made up of a representative from the donor agency and the project manager from DoE or any other project managing institution would normally take responsibility for the day to day management of the project.

The experience has been that the capacity of DoE to manage ODA has significantly improved over the years. Earlier on, there were very limited possibilities for DoE to devote capacity for working with donors, formulating projects, controlling and following up consultancy studies and projects. In order to circumvent these limitations, the intermediary institutions model was developed.

In the case where intermediary institutions (e.g. JET, CEPD etc) are used for the management function of ODA, this may a take a variety of forms, viz.

- An intermediary as full project manager.
- An intermediary only providing strategic support to a project manager who would normally be a government official.
- An intermediary as fund holder.

Where an intermediary institution is engaged to provide full project management, such institutions would take responsibility for all management functions including; project conceptualisation, working out project parameters, awarding and managing contracts, identifying the project's strategic direction, project planning and accountability, monitoring and evaluation, financial management and control etc.

In the case of an intermediary providing strategic support to a project manager, the intermediary comes in from time to time to provide guidance and strategic support to the project manager.

The fund holding role would entail managing project funds and disbursing them on the basis of instructions from a project manager.

In all these models of decentralised ODA management, the intermediary is often in a position to influence the manner in which ODA is utilised through participation in management structures. For example, the intermediary can influence decisions regarding which beneficiaries to target and/or what the true nature of the intervention should be.

In most cases where intermediaries are used, donors would enter into separate contracts with such institutions.

The use of intermediaries in ODA management has, in most cases, been found to enhance the levels of management efficiency in projects and/or programmes.

Areas for improvement

Some donors have expressed some apprehension about the intermediary approach because they view it as working against the objective of building management capacity within government. The view is that where such an approach is used, the model of locating a technical advisor within the department should be adopted. The view is that this model not only enhances capacity building, but to also improves the level of ODA ownership by the department.

It is often the case that during the course of ODA implementation, e.g. project implementation, a need arises to deviate from what was originally planned in the project document (it could be a rescheduling of activities, a shift in output or a change of emphasis). There is a view that the level of donor flexibility to deal with this eventuality is limited. It is not uncommon for donors to delay to make the necessary approval of such deviations, a factor which may further work against the efficiency with which projects are implemented.

Donors sometimes find that national DoE commitment to certain components of ODA does not always translate into provincial level commitment. A factor that impacts negatively on ODA implementation and management.

ODA management would be enhanced by an adoption, by DoE of a programmatic approach to each sub-sector. Such programmes would outline all major priorities for the sub-sector.

Some donors have expressed an interest in seeing projects that they support being dealt with as part of normal DoE activities rather than as separate projects.

Recommendations

♦ Wherever possible, ODA management should be located within DoE. Where a need for an independent Technical Advisor is identified, there should be a requirement that DoE should house them (TAs) in order to secure ownership.
♦ Donors should conduct a review of their ODA management processes, systems and frameworks with the view to improving the efficiency with which decisions are made.
♦ DoE should devise a mechanism for the early involvement of provinces in discussions on ODA.
♦ DoE should consider adopting a programmatic approach to dealing with ODA. Such a programme (which could be planned for three years) should amongst other things outline education sector wide priority areas and preferred modalities for thematic interventions, e.g. how to deal with management development as a crosscutting issue.

3.2.2 The role of DoF in ODA management

The main role that the Department of Finance plays (through its International Development Co-operation Chief Directorate) is that of facilitating linkages between government departments and donor agencies. For example, in a case where a department has identified a need for support in a certain area, e.g. Teacher Development, IDC would identify a donor agency that has both an interest in teacher development and funds available. They would then initiate contact between the relevant department and the donor agency.

IDC is also responsible for ensuring that ODA is in line both with the priorities of the South African government (as outlined in policy documents such as the Medium Term Expenditure Framework) as well as with national legislation and international legal frameworks. This they achieve through reviewing overall bi-lateral agreements and ensuring that such agreements have been approved by the Departments of Justice and Foreign Affairs before they are submitted to the President for final signature.

IDC office has assisted in identifying gaps in ODA funding in South Africa and sharing them with donors. The Department of Finance has also just published a Medium-Term Policy Statement, which reflects various priorities. A web-site that will contain information that will assist in the management of ODA is currently being developed by IDC. This website will amongst other things, contain information on projects, project ideas for which funding is required, donor country strategies and other relevant information.

A booklet outlining procedures that need to be followed in engaging with ODA will also be produced as an aid to government agencies. IDC is also in the process engaging a Technical Assistance Team of five local and international experts. This team will provide technical support to government agencies, e.g. project management support.

The IDC is also responsible for the co-ordination of annual consultations. These consultations serve two primary purposes. On the one hand, they serve as forums for dialogue around the performance of ODA between the recipient sector of government (Education Department in this case) and donor countries active in that sector. Challenges and bottlenecks in relation to the management of ODA are addressed and solutions explored during such engagements.

The other purpose for which annual consultations are used is that of facilitating high level dialogue between the government of South Africa and its development partners (donor governments). This would amongst other things touch on the priorities of the South African government, strategies for ODA implementation and other strategic matters. This latter role of annual consultations is led by IDC with participation from other sectors of government. IDC would normally hold preparatory meetings with different government departments before annual consultations.

IDC also maintains ongoing contact with various government departments, providing them with necessary support in relation to the management of ODA.

Areas for improvement

Most donors indicated that the level of interaction between the donor community and the IDC office of DoF is not optimal. Interaction often occurs once a year during country to country consultations. There is a view that IDC needs to identify more opportunities to engage with donors on a more ongoing basis.

The other element of interaction between Donors and DoF relates to the role that DoF can play in facilitating donor support. As one respondent put it; ' … one feels that DoF is doing all that is possible to engage donors but there is a need for them to come out more clearly about which areas of support are required, i.e. they need to provide more guidance to donors'.

The initiatives that IDC is taking in relation to the development of a web-site that will serve as an information clearing-house will go some way in addressing this need. The level of dialogue and contact between IDC and the Education Department does not seem optimal and may need some improvement

Recommendations

♦ IDC should consider establishing mechanisms for ongoing dialogue with donor countries. This will amongst other things, assist in responding to ODA related queries in a timely manner.
♦ Mechanisms should be found for improving the level of engagement between IDC and the Education Department.

3.2.2 Donor co-ordination

At a national level, two forms of donor co-ordination seem to be occurring. On the one hand there is the co-ordination that is driven by the DoE and that is focused more on ensuring alignment and minimising duplications. The other type of co-ordination entails interaction and the sharing of information and experience amongst donors.

DoE driven co-ordinations

The current scenario is that donor co-ordination within the DoE is the responsibility of the Directorate for International Relations (DIR). This directorate is responsible for engaging with the donor community regarding education sector priorities in South Africa. DIR supports line directorates within DoE during negotiations with the donors regarding support to specific programmes and/or initiatives. Their involvement primarily entails advice and guidance to ensure ODA compliance with South African requirements that govern bilateral support. DIR involvement would normally terminate after the signing of bilateral agreements between donors and

DoE. Further interaction and co-ordination is then left to the relevant line directorate. Through a process of dialogue between a donor organisation and DoE, agreement is normally reached regarding the provinces in which a particular donor should focus. For example, USAID focuses its attention in the Northern Province, KwaZulu Natal, the Northern Cape and the Eastern Cape; CIDA on the other hand works primarily in Mpumalanga, the Free State Province and Gauteng.

Responsibility for ensuring that there is no duplication in ODA received and/or provided rests with responsible line directorates. Line directorates also take responsibility for the geographic spread as well as the nature of ODA received.

Areas for improvement

Some donors feel that in order to further stimulate and improve donor co-ordination, the Department should consider adopting a programmatic approach to ODA utilisation, i.e. develop a programme for ODA support (stretching over 3 years for example) within which various donors would then identify their niches. This would allow for a more directed and goal oriented way of dealing with ODA and would facilitate decision making by donor organisations. This approach would also facilitate direct donor interaction with provinces without being anxious about the level of alignment with government priorities. These priorities would have been stated upfront through the programme. National DoE would then receive regular reports about the progress of supported programmes.

Some flexibility would have to be integrated into the programmatic approach such that individual education sector donors whose interests stretch beyond programme demarcated areas of support could still find it possible to continue working.

Some donors have expressed a need for the directorate for International Relations to facilitate a process of collective engagement between education sector donors and DoE. Most formal interaction between DoE and donors happens on a one on one basis between directorates and donors around specific projects.

There is also an expressed need (from within DoE) that the Directorate for International Relations should be more proactive in terms of informing line Directorate on how to deal with ODA, i.e. DIR should consider convening an information workshop focusing on line directorates.

There is also a view that the Directorate for International Relations should consider adopting an approach where they pull together the annual plans of line directorates and identify common threads that require ODA support. For example, governance and management are common across all levels of education. One approach in dealing with issues that cut across could be the targeting of donor funding towards the development of models for addressing them rather than addressing them piecemeal as part of other initiatives.

Donor co-ordination is also found to have fallen short of providing proper guidance regarding how the various sub-sectors of education should be approached. As one DoE respondent put it: '… if the upgrading of teachers is the issue, for example, an

approach that lays down a standard framework for teacher upgrading is needed so that everyone can make use of the same material, philosophy and approach'

Donors generally are not aware of any strategy for ODA in the DoE that goes beyond alignment with policy priorities. It would seem that there is, in fact, no such strategy within DoE. Care should be taken though that this type of guidance does not result in too much control and a lack of flexibility in terms of what donors can support.

Co-ordination amongst donors

National level donor co-ordination in the education sector is a fairly recent phenomenon, having been initiated towards the end of 1999 (although during the early stages of the Presidential Education Initiative (PEI), some co-ordination had happened). This co-ordination was initiated by education sector donors and is managed and convened by the donors themselves. The education department's involvement is not very prominent in this activity. This is an informal gathering of donors, the intention of which is to share information and experiences. Donors take turns in convening and hosting the meetings that sit once during every other month. This is regarded as a positive initiative on the part of the donor community.

Areas for improvement

Donors are generally satisfied with the role that DoE has played in co-ordinating ODA, but believe the department could play a greater role in convening donor meetings and managing the process. This would give more credibility, legitimacy and focus to the process and would allow for more substantive engagement during donor meetings. It would also strengthen the level of co-ordination at the project level.

Provincial-level co-ordination

Interaction between donors and DoE recipients at provincial level is much more focused around programming work and deals with the specifics of projects. Co-ordination – where it occurs – is often at the instigation of donors. In the case of KwaZulu-Natal for example, the Belgian embassy has funded an NGO to – amongst other things – assist DoE with donor co-ordination. There seems to be little ODA related dialogue between the national department and the provinces. Part of the difficulty is that provinces often cannot afford to dedicate resources to the co-ordination of ODA.

Provinces also feel that they are not adequately involved in negotiations relating to ODA coming to their provinces.

Recommendations

♦ As earlier suggested, DoE should consider developing a sector programme for ODA.

♦ A strategy for ongoing formal engagement with the donor community needs to be developed, e.g. annual retreats involving DoE and donors, to deal with strategic issues relating to ODA.

♦ Bi-monthly donor meetings could be kept informal but, once a programme is developed, their focus could be improved to include ongoing review of the programme and overall ODA alignment with the programme.

♦ DoE should consider taking on a more active role in these donor gatherings, e.g. convening and co-ordination.

♦ A mechanism for co-ordinating ODA at provincial level needs to be explored. This process should ideally be led by DIR within DoE.

♦ Relevant provincial officials should be involved in negotiations around ODA that will be going to their provinces.

3.2.3 Sustainability

The issue of sustainability is high on the agendas of all education sector donors in South Africa. The fact that most donor supported education projects have a strong element of capacity building is reflective of the importance with which the issue of sustainability is considered in ODA. Most donor organisations include project sustainability assessment amongst the criteria for evaluating applications for funding. In relation to ODA performance in the area of sustainability, it is rather premature to comment seeing that most projects and/or programmes have not yet been evaluated.

There are a number of related views regarding how to go about building elements of sustainability into ODA. Key to these is answering the question relating to 'what does assistance leave behind?' As one respondent put it: '… sustainability should refer to the building of systems, institutions and human resources capacity and should ensure the possibility of continued learning'.

This has implications for programming in that it calls for a more incisive, critical and deliberate approach. It suggests a scenario where qualitative improvements would play a much more significant role than quantitative achievements (number of people trained) in determining the success and sustainability of ODA. some donors are of the opinion that the traditional approach where sustainability is used as a measure of whether government will be in a position to finance activities beyond the involvement of donor agencies cannot be used as the only consideration relating to sustainability in South Africa. This is because of the relative availability of financial resources. For example, whereas donor support would amount to about 1-2% of the total education budget in South Africa, the figures for Uganda would be about 60%.

Other views that have been expressed in relation to how sustainability should be viewed within the context of education sector ODA include:

♦ The importance of looking at the issue of ownership in dealing with ODA sustainability.
♦ It is more important to sustain functions than organisations, i.e. it is more important to look at the outputs of ODA.
♦ In order to improve ODA sustainability, it is important to ensure that both donors and the department do not take on more than they can reasonably deal with.
♦ Sustainability will be improved by the location of more projects inside rather than outside the department.

One element of sustainability is continuity where project activities are absorbed into government's budgetary mechanisms. Continuity is important but does not account for the need to internalise the outcomes of ODA

Most donors are not in favour of an approach that entails them contributing directly into government's budget primarily because there is a view that it is often difficult to account for moneys so disbursed.

Our approach to assessing the sustainability ODA made use of the following set of criteria:

♦ Sustainability of ODA supported activities.
♦ Sustainability of ODA generated outcomes.
♦ Sustainability of ODA created institutions.
♦ Focus of ODA on the creation of systems and models.

Sustaining activities: In terms of whether the activities supported by ODA are sustainable or not, the view of the evaluation team is that, in the short to medium term, budgetary constraint would preclude government from continuing most of ODA supported activities, e.g. the training of Adult Learning Centre Governing bodies.

Sustaining ODA outcomes: this criterion relates to whether or not the products of education sector ODA can be sustained beyond the involvement of donors, e.g. implementation of models developed through ODA.

Sustaining Institutions: This criterion relates to whether in cases where ODA focuses on building institutions, these have been sustained or not.

Focus on creating systems and models: This criterion looks at whether ODA has actively focused on the development and testing of systems and models which can then be sustained and replicated.

Annex 3 shows that at a national level, ODA has been fairly sustainable. The strengths of national level ODA in relation to sustainability has particularly been around the creation of sustainable institutions and the development and testing of systems and models for education sector improvement. Two examples of

institutions that have been created through ODA are the Directorate for Teacher Development at DoE and the South African Qualifications Authority.

Regarding Systems and models for systemic improvement, most donors have adopted an approach where they focus on the development of systems and models. An example of this approach is the District Support Strategy Programme supported by USAID and CIDA's focus on developing and testing models for teacher development. Because most ODA activities are of recent origin, i.e. after 1994, it would be a bit premature to comment on the levels to which activities and outcomes have been sustained.

Provincial level ODA has tended not to give priority to the building of institutions, but most support has gone towards the creation and testing of systems and models. The same comment that has been made regarding national ODA in relation to activities and outputs can be made regarding provincial ODA.

Areas for improvement

Most donors within the education sector to engage Technical Assistance from their home countries both for the co-ordination and management of their projects. Projects would be tendered in donor's home countries. This approach to ODA management has limits in that, unless handled well, it tends to limit possibilities for the building of management capacity. Without management capacity, ODA will be difficult to sustain.

Care should be taken that the project management function (even where it is located with an institution that is outside of the DoE), will be close enough to the department for there to be a sense of ownership. This approach would also facilitate capacity building.

Recommendations

♦ Donors need to review their approach to ODA management with the aim of identifying a more prominent and active role for the involvement of local resources in project co-ordination and management.

♦ In order to optimise on sustainability, ODA needs to give priority to the creation and testing of systems and models. Institution building through amongst other means, institutional capacity building should also be prioritised.

3.2.4 ODA efficiency

The efficiency of ODA was assessed based on the speed with which funds are accessed as well as whether projects are implemented within stipulated time frames. The general view from the donor community is that, although ODA efficiency has improved in the period between 1994 and 1999, there still are problems particularly in projects that are implemented and managed by government.

There are few cases where, although projects are in their final years (according to plans) less than 50% of the funds have been accessed. Projects that are managed by intermediary institutions have been found to have relatively better levels of efficiency.

Some of the reasons cited for low levels of ODA efficiency in the absence of intermediaries include:

♦ The levels of bureaucracy associated with government financial management systems.
♦ The bureaucratic nature of the systems that some donors use for the release of funds.

3.3 IMPACT ANALYSIS

The impact analysis seeks to identify both the methodologies used to track and assess impact, and the actual impacts that have been achieved. In the context of this evaluation, impact assessment was not possible at the level of ODA funded projects. The time frames and the scope of the assessment make this an impossible task.

Furthermore, most of the programmes have not been under implementation long enough to expect any real impacts to be visible. Therefore, the feedback provided on programme outcomes reflects the conclusions of those interviewed. Where possible, the formal project evaluations are used as references to gain further clarity on the views expressed by respondents.

3.3.1 Monitoring and evaluation

The approach used by USAID for monitoring and evaluation is called a 'Results Framework'. It is based on similar principles to the Logical Framework. The sectoral Results Framework consists of Results Packages, under which support is targeted to particular areas of the sector. Thus, in education, the Results Packages support development in Basic Education, ABET, Further Education, and Higher Education.

The premise of the Results Framework is that, the combined impact of these Results Packages will lead to a broader impact on the education sector. Standard indicators are used for all projects funded under the Results Package, and these are used for monitoring and evaluation of projects.

Many of the European donors indicated that they use the Logical Framework Approach for designing and monitoring their projects. A project matrix is developed for each project, but no comprehensive framework exists. The respondents also indicated that other mechanisms for monitoring are necessary, as the LFA is very limited in scope. The matrix is used as the basis for funding, and, ultimately, for overall accountability on the expected deliverables from the project.

Supplementary monitoring information is collected through periodic progress reports, and site visits. In addition, evaluations are conducted from time to time. The timing of these evaluations differs from donor to donor; however, in general, a mid-term review and a final evaluation are planned as part of the design of the project.

The usual strategy employed by other donors is to require quarterly progress reports, mid-term reviews, and summative evaluations of grantees, especially outside government. In certain cases though, some donors use unstructured site visits, and periodic evaluations or reviews to assess the status and progress of their projects. In some cases, the programme officers consider this approach sufficient for their needs, while others indicated that their organisations are considering the development of a more systematic M&E approach.

Defining appropriate indicators is the biggest challenge for the education sector. Most educational outcomes are the result of interaction between a lot of different factors. This makes identifying the individual contribution of any single donor, as required by fixed indicators, almost impossible. Within that context, evaluating the contribution of donor assistance needs to be viewed in a broader light. The donors identified above as having structured approaches to M&E have found their instruments very limiting. This has led to project level evaluations, and very little reflection on or assessment of higher level impacts.

There has been no monitoring and evaluation of ODA by government, according to DOE officials.

Recommendations

Monitoring and evaluation guidelines: A standard framework for M&E tends to be very limiting in terms of the ability to identify impact. The experience of those donors who use this approach indicates that it is more useful to have indicative guidelines, which provide direction on key evaluation questions, without prescribing what should be evaluated. This allows the programme officers to make qualitative assessments, and to develop scopes of work for the evaluation of individual projects that are suited to the circumstances of those projects. The recommendation is to develop a set of guidelines which indicates:

♦ Core areas that should form part of any monitoring and evaluation strategy
♦ How to identify critical evaluation questions during the design of a project or programme
♦ How to use or integrate the findings of M&E into project management, including occasions for reviewing the strategy or re-designing the approach

These guidelines can then be applied uniquely to each project, as its needs dictate.

3.3.2 Impact of ODA on the education sector

The broad objectives of ODA generally focus on supporting the transformation of education in South Africa, and reaching the most neglected areas of the country. In this regard, the objectives of ODA are well in alignment to those of the Departments of Education, both nationally and provincially.

Impact was defined differently by the respondents. However, one common denominator emerged. Almost all of them indicated that impact has to be defined in terms of changes in educational quality. As such, all projects have to be evaluated on the basis of their ultimate contribution to improving educational quality. (See Box 1.) Those programmes that do have M&E frameworks with pre-determined indicators often define impact in very limited terms. The indicators developed often focus on the quantitative, as good qualitative indicators that are reliable and measurable are difficult to define. As a result, donors depend more on the findings of evaluations than on their M&E indicators to identify the impacts of their programmes.

The following quotations from some of the respondents are used to present a picture of the manner in which role players would like to see ODA impact measurement approached.

Comments on measuring impact of ODA

'Impact should be measured on the basis of the changes that would have been made to South African institutions'.

'Programme impact depends on what one is doing, but should generally be reflected in improved education practice. It is also important to see impact from the perspective of the recipients of support, i.e. the recipients themselves must see the impact'

'Impact should be defined in terms of the benefits reaching beneficiaries as expected. That is to say that the outputs and objectives as stated in the project document should be used to determine the level of impact'

'Part of making impact is securing ownership such that the work can continue beyond the period of donor involvement. It must also reflect the building of capacity'

'Impact should be viewed in terms of learner achievement'.

'In the area of teacher development, any talk of impact should include competent teachers who are eager to go to classrooms to teach for five days of a week, and an efficient education system with low rates of drop-out and repetition'.

Recommendations

The definitions of impact outlined above are relevant for the education sector. Paradoxically, they are less appropriate for development assistance, as the timeframes within which donors operate tend to be shorter than those within which educational impacts can be expected.

Furthermore, the actual contribution of donors to the education sector relative to the total budget for education is relatively small. It would be almost impossible to identify individual contributions of donors, as opposed to attainments of the Departments of Education nationally and provincially.

For that reason, the recommendation is that the definition of impact as it relates to ODA should be taken within the context of the intermediate successes that are realised by donors on particular projects or programmes. The cumulative impacts of such developments will need to be viewed within a similar context to that of sustainability. That is, to what extent have these successes contributed to the development of new models or approaches to education planning, development and delivery, which can be taken over successfully by the educational system and implemented more widely.

3.4 IMPACTS REALISED SO FAR

Very few of the programmes have been under implementation long enough to be able to make a realistic assessment of their impact. Most of the programmes initiated since 1994 have only been running since 1997 or later, which means that few visible outcomes are available for comment. Notwithstanding, respondents and evaluation reports indicate that those projects that are now under way are promising.

3.4.1 Basic education

Technical assistance has been provided to the national Department of Education for the development of an equity based funding formula for basic education. This support has led directly to the current funding norms and standards, which are the basis on which all public and private schools are funded. This is one of the most significant impacts that have resulted from ODA, in terms of its widespread impact on the education system as a whole.

Equally important has been the support provided for the development of well-functioning Education Management Information Systems in all education departments. The creation of a reliable and comprehensive information system for education has dramatically improved the ability of departments not only to plan education provisioning, but also to make informed choices about which areas or schools require urgent attention. Again, the impact cannot be quantified, but the effects are clearly visible at all levels.

At a different level, a significant number of teachers are being trained on both content and methodology in order to equip them to implement OBE. The school level impacts of these teacher development initiatives, funded under the Presidential Education Initiative, will require close monitoring to assess the success of the cascade model[2] that is being implemented in many provinces. However, in the absence of systematic reflection of lessons learned within national and provincial departments, this process is in danger of continuing unchecked, and thus successes and failures run the risk of going unrecognised.

An evaluation of the experience under the ABET Ithuteng Ready to Learn Campaign would be useful in informing what works and what needs revising. The other initiatives relating to school development and management have shown results more in terms of the maturing of processes, than in changes at school level.

3.4.2 ABET

Successes in this area have been at the level of placing greater focus and emphasis on ABET than has been the case in the past. This has included the development of policies, and of the Multi-Year Implementation Plan for ABET Provisioning and Accreditation. Furthermore, some of the initiatives developed and implemented by departments in partnership with NGOs have yielded valuable lessons, which should be replicated more widely.

However, the impacts in terms of direct benefits to learners are still to be realised.

3.4.3 School building

Site visits were conducted to a few of the schools supported by donor funds in KZN and Mpumalanga. While the structures were much appreciated by both government officials and local communities, the resourcing of the schools proved variable. Provincial departments are battling to accommodate additional demands on their already limited resources. In certain cases, the management of these resources is not optimal (see annex 4). However, this has not diminished the value that the construction of these schools or classrooms has added to education development in those provinces.

3.4.4 Higher education

ODA in this sub-sector has had a positive bias towards Historically Disadvantaged Institutions, e.g. the EU funded Library Books and Training programme and USAID's Tertiary Education Linkages Project. This seems to be in line with the stated DoE priorities of building these Institutions' capacity to carryout national

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[2] This refers to the approach that takes a core group of teachers who are given intensive training on a particular subject or methodology; they are then expected to return to their schools and become trainers and facilitators for other teachers in their schools and/or their districts.

policies as laid out in the Higher Education White Paper, Higher Education Act and other government policies.

As with the other sub- sectors, it is difficult to make judgment on what and how much impact ODA has had in this sub-sector. Scholarships have benefited at least 158,887 students from disadvantaged communities during the period 1995-97 (Source: DFID/RSA Project Memorandum, 1999). Most recipients of scholarships have also been females, which again is a reflection of sensitivity to the need for equity and redress in education. This can be viewed as an achievement if one considers that those targeted by this aid would otherwise be unable to fund their tertiary studies. This thereby facilitates access to higher education.

3.4.5 Crosscutting impacts

Gender

Most of the donors and projects reviewed indicated an interest in gender integration. However, few had a specific strategy for ensuring gender integration. The different impacts of projects on men and women have therefore not really been identified, except in a few cases. Gender has generally been defined very narrowly in terms of number of women participating or targeted in a particular intervention, e.g. training.

However, analysis of gender impact needs to take into account the different needs and roles of both men and women in the context where the projects are being implemented. The gender perspective needs to take into account men and women as implementers, as well as beneficiaries of ODA funded programmes. Such a distinction was rarely made during the course of the interviews.

The biggest challenge identified by those respondents who did engage with this question was gender targeting, versus gender mainstreaming. Respondents indicated that targeting women specifically is problematic sometimes because it ends up marginalising them. On the other hand, it is not clear how mainstreaming gender ensures that adequate attention is paid to the benefits and impacts of programmes on women. Thus although some donors have expressed a desire to take gender into account, more sensitisation is required to enable them to deal with it adequately.

Capacity building

Some programmes had a definite capacity building requirement built into the design of the programme. In other cases, capacity was built almost incidentally to the project, to ensure its successful implementation. In the latter instance, it was not possible to measure the lasting impact that has been created, although the argument can be made that the exposure to new ideas/technologies/methodologies etc. in itself constitutes the building of capacity.

Those programmes that were specifically designed for capacity building have, for the most part, not yet been evaluated to assess how effective they have been.

Environment

Very few of the respondents considered this to be of any relevance to their programmes. Once or twice it was mentioned within the context of its integration into curriculum development. Most telling was the fact that one donor involved in school building did not think environment was of any relevance to their programming.

Other donors involved in the sector recognised its importance, and had developed different strategies for the integration of environmental management in their programmes. One example was a donor who provided support to local environmental NGOs to work with schools on 'greening' their environment.

The NGOs work with the students on developing longer-term strategies for natural resource use and management locally. In this way, the donor is able to ensure that the process goes beyond a once off planing of trees on the grounds; it takes into account the rest of the local environment, and raises the awareness of the school community about environmental issues.

3.4.6 Unintended impacts

Unintended impacts refer to those developments that occurred as a result of the intervention, although they did not form part of the original objectives of the programme. As such, they can be positive or negative.

The positive unintended impacts that were cited related primarily to capacity building and relationship building. A good example was the case of the EU funded school-building programme in the Eastern Cape. Initially, the tender requirements only stipulated that contractors should sub-contract emerging (black) contractors as a condition for the award of the contract.

During the course of implementing the project, it emerged that, while the small contractors were perfectly capable with bricks and mortar, they lacked basic project management skills. A further requirement was therefore placed on the major contractors to build the capacity of sub-contractors in such areas.

On the side of relationships, the SDC funded ABET programme in the Eastern Cape has resulted in increased co-operation among stakeholders who were previously divided. This came about as a direct result of their involvement in the project, as they were forced to engage with each other on a process that would ultimately benefit them all. Thus, despite the delays and difficulties in implementation, the SDC has identified this outcome as an early sign of the success of the project.

The one negative unintended impact cited relates to the unbalanced relationship between consultants and departmental officials. Most ODA funded projects, especially those that come in the form of technical assistance bring the fore the unequal levels of resources available to consultants and to departmental staff participating in the same project.

For example, when workshops are organised with consultants as facilitators, the departments' role is often to ensure that participants are able to attend, while all other direct costs would be paid for through consultants. A small hitch such as the unavailability of government transport, or the lack of access to basic communication facilities at sub-provincial level can often hamper such a process. Although this is rarely cited as a source of tension, the imbalance in resourcing does little to empower the officials. The developmental impact is therefore questionable.

4 LESSONS LEARNED

The following is a list of lessons that have been learnt by respondents during the course of working on ODA over the period under review (1994-1999). These lessons can be located at two levels. First are the lessons relating to the management of ODA. The second relate to the implementation and outcomes of ODA. They are presented hereunder in no particular order of importance.

1.   The process of receiving donor funds has proved rather complex. The DOE found the process of accessing and accounting for the aid funds cumbersome, while the donors were often frustrated by the delays in producing project documents that would facilitate the release of funds. Both the donors and the SA departments have learned, over the years, to manage their expectations from the process, and to develop mechanisms for granting and utilising foreign assistance in ways that address the concerns of both governments.

2.   One of the ways that is used to avoid the above challenge was to identify a third agency that would hold, or sometimes manage the funds on behalf of the DOE. This made it possible for the money to be taken off the donor's hands, and yet, was not under the same pressure to be spent within the government's financial year. A key lesson that has emerged from this model is that while these agencies are very effective with financial administration, the responsibility for project management and direction still needs to remain with the government in order to ensure ownership and integrity of the processes. Thus, even where the agency provides project management support, the departments of education need to be integrally involved in all aspects of project implementation to minimise conflict and misunderstanding.

3.   Another significant lesson in this regard was that joint planning between the donor and the relevant Directorate within the Department brings about better

results, and within much shorter time frames as it cuts down on the amount of time spent on exchanging drafts and comments. Project documents are thus conceptualised and drawn up jointly, taking into account the needs of both the donor and the Departments of Education. However, this presupposes technical proficiency on the part of the donor; sometimes the project officers are not grounded in education, and therefore, this approach may not be as practical, as their input would be limited.

4. At implementation level, one lesson that emerged is that the process of stakeholder consultation is sometimes longer than some donors expected. This is because, the process of engagement with stakeholders directly impacts on the success of the project or programme. Thus some donors indicated that they have had to build in more intensive stakeholder engagements into their planning to ensure effectiveness and higher buy-in.

5. Within the ABET sector, a significant issue that has emerged is that the needs of the learners in the sector are dramatically different from those of the school population. Thus, monitoring in this sector cannot be based on the same indicators as those used in basic schooling. New indicators are required to measure realistically the successes and the performance of the sector.

6. One respondent indicated that 'impact is easier to see when funding directly at project level. Projects funded through government do not bring the results to the fore as easily.' For this reason, the donor is considering working more closely with NGOs, and perhaps re-evaluating their government support strategy. (Part of the problem was a lack of adequate M&E systems between the donor and the government departments involved.)

7. An observation made by the consultants is that due to the high proportion of provincial budgets taken by personnel costs, provincial departments are less selective than they might be in accepting foreign assistance. The mechanisms adopted for soliciting their input into programme or project design do not always result in optimal products for individual provinces. Thus, the model of managing ODA needs to be reviewed to grant greater discretion to provinces about what initiatives are undertaken in their schools.

8. The possibilities for the Department of Finance to play a more prominent role in the management and co-ordination of ODA are constraint by political sensitivities associated with ODA. There is a risk that any attempts at adopting a more aggressive approach to the management and co-ordination of ODA by DoF may be perceived as interference by line departments.

9. The Medium-Term Expenditure Framework does not readily lend itself to use as a tool to guide planning and priority setting by donors. There is a need to supplement MTEF documentation (which currently has a strong financial orientation) with translations that are written from a more developmental perspective.

10.   The process of finalising bi-lateral agreements can sometimes take much longer than is desirable for meaningful development interventions. Both DoE and Donor officials highlighted this as one of the key lessons to emerge from their engagement over the last five years. Much has been done to streamline processes.

11.   South Africa has enormous capacity and can play a crucial role in facilitating dialogue and engagement between the developing and the developed world around issues of third world development. South Africa has already demonstrated that it can play this role when it comes to international trade.

12.   By supporting policy development, ODA has immense opportunities to make impact to the South African development landscape.

13.   All donors came to South Africa through transitional aid, which was expected to be short lived. More and more donors are realising that the complexities of the South African development landscape are such that there is a need for them to extend their support by a few more years.

5   APPENDIX 1: NINE POINTS OF THE TIRISANO CAMPAIGN

1. Making provincial systems work by making co-operative government work.

2. Breaking the back of illiteracy among adults and youths in five years.

3. Making schools centres of community life.

4. Ending conditions of physical degradation in South African schools.

5. Developing the professional quality of the teaching force.

6. Ensuring the success of active learning through outcomes based education.

7. Creating a vibrant education and training system to equip youth and adults to meet the social and economic needs of the 21st century.

8. Implementing a rational, seamless higher education system that grasps the intellectual and professional challenges facing South Africans in the 21st century.

9. Dealing urgently and professionally with the HIV/AIDS emergency in and through the education and training system.

6 APPENDIX 2: MATRICES SHOWING ODA BY SELECTED EDUCATION SECTOR DONOR AGENCIES[3]

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[3] This covers only those donors for whom information was available at the time of finalising this report.

EUROPEAN UNION

Donor/ Programme(s)	Sub-sector	Type of Assistance	Objectives of Project	Recipient tier of govt.	Implementing Agent	Project Duration	Amount
1. Technical support to DOE on ABET	-PRIMARY -ABET	Technical	-To increase learning opportunities	DOE	DOE	1996-1999	17,200,000 ECU
2. Education Sector Support Programme: Implementation of Schools Act; NSFAS; EC Primary Schools Improvement Project; Project Management	PRIMARY	Financial	-Support to Tertiary Educn. -Rehabilitation of School Infrastructure in Eastern Cape -The implementation of the SA Schools' ACT	DOE DOE Prov DOE EC DOE state expenditure	DOE DOE Prov DOE EC DOE state expenditure	1997-1998-	23 million ECU
3. National Literacy Coorpn's National Adult Basic Training (NLC)	ABET	Financial	-To deliver basic educ. and training on a large scale to adults from disadvantaged communities throughout SA.	DOE	DOE	1994 – 1996	4,519,284 ECU
4. Non-Grid Electrifcn. Of rural schools (contribution support to ongoing project)	PRIMARY AND SECONDARY	Technical/ Financial	To supply non-grid elec. To 16,400 sch in remote parts of the country by 2000: equip (solar panels, batteries and wiring, control circuitry, lights and power points), a TV, video and overhead projector to each school.	Dept of Mineral and Energy Affairs/ Eskom	Dept of Mineral and Energy Affairs/ Eskom	1996-1999	15,000,000

EMBASSY OF IRELAND (IRISH AID)

Donor/ Programme(s)	Sub-sector	Type of Assistance	Objectives of Project	Recipient tier of Government	Implementing Agent	Project Duration	Amount
-The Baobab Project Teacher Support and Development Prog. (Under PEI)	PRIMARY	Financial	-Capacity building (Training teachers from grades 1, 2, 3 and 7 to enhance their ability to deal with curriculum changes and the needs of diverse classroom situations	DOEC Northern Province	JET	1997	*IR 1,001,241*
-Irish Aid Bursary Support Programmme	PRIMARY SECONDARY	Financial	To improve access to education and improve the quality of education.	DOE	Specific Institutions and NGOs [egOne in Moroka Soweto &Uitenhage]	1994-1997 1997-2000	IR 1,175,000

CANADIAN INTERNATIONAL DEVELOPMENT AGENCY

Donor/ **Programme(s)**	**Sub-sector**	**Type of Assistance**	**Objectives of Project**	**Recipient tier of Government**	*Implementing Agent*	*Project Duration*	*Amount*
1. SA Education Mgmt Development	**Schools** (unspecified)	**Financial** Technical	-To provide Technical Assistance to the Ministry of Education for the development of an educational and administrative system at national and provincial levels	**DOE**	DOE		**$7,000,00**
2. Teacher Development	**Schools** (unspecified)	Financial	-To provide capacity building to South African Institutions in the area of Teacher Training	DOE	DOE		$8,000,000

JAPAN

Donor/ **Programme(s)**	**Sub-sector**	**Type of Assistance**	**Objectives of Project**	**Recipient tier of Government**	*Implementing Agent*	*Project Duration*	*Amount*
School Building MSSI Mpumalanga Secondary School Initiative	**School (grades 8&9)**	Financial	1. Enhancement of Teaching Capacity: -Equip teachers with skills and knowledge necessary for tackling curr. 2005 esp. in Math & Science 2. To develop a province-wide in service training system for mathematics and science teachers in order for the capacity enhancement effort to evolve into a sustained practice.	**Eastern Cape** DOE Mpumalanga	DOE Mpumalanga	1999-2002	**1,680,000** Yen

NETHERLAND

Donor/ Programme(s)	Sub-sector	Type of Assistance	Objectives of Project	Recipient tier of Government	Implementing Agent	Project Duration	Amount
CENESA (Cooperation in Education btwn Netherlands and South Africa)	**-Basic (PRIMARY)** -Further Education&training **-Higher education**	FINANCIAL TECHNICAL	-Technical collaboration -Curriculum dev. -Learner assessment	**DOE; NP; NW; EC**	OC&W Nuffic	1996-1999	3,200.00 NLG
Procurement of LSM for Grade 7	Primary	Financial Technical		DOE	JET	1998-1999 1999-2000	5,733,000 NLG
Kgatelople Initiative	School (grade1-9)	Financial	Whole School Development	DOE NW Prov.	NPI/ Centre for Productive Education	1997-1999	2.666.000 NLG
Syathuthuka Initiative		Financial	Integrated Region District dev. In KZN	KZN	NPI/ Pretoria	1997-2004	4.238.000 NLG
Sectoral Budget Support	School (grade1-9)	Financial Technical	Dev. Of learner teacher support materials & language development	DOE	RDP Fund	1998-1999	5.000.000 NLG
Science Education Dev. Dev. Of Methods & capacity in assessment	-Basic Educn -Further Educn. & Training	Financial Financial		NW Prov. Remote Circuits DOE	Science Educ. Project DOE IEB J'burg	1998-1999 1997-2000	2.000.000 NLG 3.000.000 NLG

Language Dev. In Schools	School (grade1-9)	Financial		DOE EC	Read Educn. Trust J'burg	1996-1999	4.026.000 NLG
Open Learning in Primary Educn	PRIMARY	Financial		DOE WC	POLP Cape Town	1998-2001	3.039.000 NLG
FET Policy Dev. & pilot community colleges	ALL	Financial		DOE	NICE J'burg	1997-1999	3.6000.000 NLG
Early Childhood Dev.	Pre-PRIMARY	Financial		DOE	ELRU Cape Town	1996-1999	5.786.000 NLG

SWEDEN

Donor/ Programme(s)	Sub-sector	Type of Assistance	Objectives of Project	Recipient tier of Government	Implementing Agent	Project Duration	Amount
ABET	**ABET**	Financial	To support the implementation of the National Multi-year Plan for Adult Education and Training in the N.Cape. -Training of AET-staff -procurement of learning materials -research -conferences monitoring and evaluation systems -establishment of Multi-purpose centres	Northern Cape DETAC	Northern Cape DETAC	1998-2000	SEK 7.8 million
Curriculum Development	Curriculum 2000	FINANCIAL	Implementation of curr 2000 -In-service Teacher Training -learning programs -learning material development -quality assuarance workshops -research -marketing and advocacy	"	"	"	SEK 22,0 million
TeacherTrainer & teacher student Exchange Programme		FINANCIAL	To establish permanent contact between the two institutions involved -to share knowledge on results of development projects and research results in -share theoretical and practical experience	DOE NCape	College of Education, N.Cape & Goteborg Univ, Dept of Educ	1998-2000	SEK 2,9million

-Teacher Exchange program & Study visits		FINANCIAL	Exchange Prog. to exchange ideas and experiences	DOE NCape	DOE N Cape	1998-1999	SEK 1,4 million
-Project Development support, monitoring, follow-ups &evaluation		FINANCIAL	-Project support, monitoring, follow-ups & evaluation (No activities identified yet)	DOE NCape	DOE	1998-2000	SEK 2,0million
-Project management & co-ordination, technical assistance		FINANCIAL	-Provide long-term advisor via SIPU -Provided short-term consultant to Planning Unit via SIPU	DOE Ncape	DOE	1998-2000	SEK 2,5million
-School and College Register of Needs Survey (SRN)		FINANCIAL	-Updating the SRN data -further mapping of institutions (pre-primary, technical colleges and other institutions of higher learning) -development of a National School Master List	DOE	DOE	1998-2000	SEK 6,6million
-Education Management Information System, EMIS		FINANCIAL	-Development of computer systems -training and capacity building for staff -production of performance indicator -framework for data utilisation for decision making, planning, monitoring and evaluation	DOE	DOE	1998-2000	SEK 7,0million
Education		FINANCIAL	-TO BUILD MANAGEMENT	DOE	DOE	1998-2000	SEK

Management Development		TECHNICAL	CAPACITY (activities: dev. Of educ management resources; -technical support in training and capacity building				10,0million
Gender Equity Programme		FINANCIAL	*To dev. a national gender policy for education -to mainstream gender in all aspects of the Dept's functions -Implement a capacity building prog. For gender focal persons and other relevant officials in the depts. And for teachers and school managers	DOE Gender Equity Directorate	DPE Gender Equity Directorate	1998-2000	SEK 3,7 million
Special Needs Education		Financial	-One Project aims to conduct a comprehensive advocacy campaign to promote the philosophy of inclusion of learners with diverse needs	DOE	DOE Adult Education Directorate	1998-2000	SEK 4,8million
Adult Basic Education Training		Financial	-The development of learning materials (LSMs) in regard to the introduction of Curriculum 2005	DOE Adult Education Directorate	DOE in collaboration with provincial educn. depts.	198-2000	SEK 11,7million
Exchange Programmes Studies and Evaluations		Financial	EXCHANGE Programme. (no activities identified so far)	DOE Directorate of International Relations	DOE	1998-2000	SEK 1,2million

USAID

Donor/ Programme(s)	Sub-sector	Type of Assistance	Objectives of Project	Recipient tier of Government	Implementing Agent	Project Duration	Amount
Primary Education							
Improved Quality of Primary Education		Financial & Technical Assistance	The establishment of district-level school support teams to bring services into classrooms to train and support teachers in the implementation of C2005, strengthen school governance and management, improve education management information systems, and increase use of interactive learning materials.	Northern Province, KwaZulu-Natal, Eastern Cape and Northern Cape	DOE in the four provinces	1995-2003	US$63 million
Youth and Further Education		Financial & Technical Assistance	Assisting over 3 million young adults who were unable to complete their normal schooling as a result of disruption that occurred during the struggle against apartheid to improve their education and training levels	National	National DoE and the Youth Commission		US$22 million

Donor/ Programme(s)	Sub-sector	Type of Assistance	Objectives of Project	Recipient tier of Government	Implementing Agent	Project Duration	Amount
Higher Education		Financial & Technical Assistants	To assist 15 historically disadvantaged Universities and technikons (HDIs)to improve the quality of education that they offer.	HDIs	HDIs	Since 1995	US$50 million
Adult Basic Education and Training		Financial and Technical Assistance	To support DoE to build a more coherent and effective ABET system.	National DoE, Eastern Cape DoE & Northern Province DoE	Academy for Education Development		US$ 6.5 million

7   APPENDIX 3: IMPACT ASSESSMENT MATRICES

The following tables represent a weighted assessment of impact at different levels of implementation of ODA programmes and projects. The maximum total score possible is 500; thus the total scores at the bottom should be read as fractions of 500.

♦   The criteria were developed by the evaluators as key elements that contribute to education transformation and development.
♦   The relative weights indicate each element's relative importance to contributing to education transformation and development at each level.
♦   The rank reflects the extent to which ODA programmes were able to impact on each of these elements.

7.1.1 National

Criterion	Weight	Rank[4]	Score
1. Policy evolution	23	4	92
2. Ownership by Department	18	4	72
3. Proportional allocation of budget between delivery and admin	6	4	24
4. Capacity to manage ODA effectively	18	3	54
6. Capacity building	12	3	36
7. Sustainability	23	3	69
Total	100		347

7.1.2 Provincial

Criterion	Weight	Rank	Score
1. Policy evolution	10	2	20
2. Ownership by Department	20	2	40
3. Proportional allocation of budget between delivery and admin	5	4	20
4. Capacity to manage ODA effectively	20	1	20
5. Poverty focus	15	4	60
6. Capacity building	10	3	30
7. Sustainability	20	1	20
	100		210

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[4] Ranks are as follows: 1 = Very Poor; 2= Poor; 3=Average; 4=Good; 5=Ver Good.

7.1.3 Project level

Criterion	Weight	Rank	Ranking
1 Attainment of objectives	35	4	140
2. Minimal unintended negatives	10	4	40
4. Ownership by beneficiaries	35	1	35
5. Quantity/reach	20	4	80
	100		295

8 APPENDIX 4: CASE STUDY

During visits to the provinces, several school funded by bi-lateral donors were visited. These schools were chosen on the basis of their accessibility, and therefore may not necessarily be representative of all schools built through ODA support. However, the findings are still useful as reflections of what benefits and shortcomings can result from such projects. Schools were visited in KwaZulu-Natal and the Eastern Cape, however, this case study only deals with findings from KZN.

Two school complexes were visited in KwaZulu-Natal. The two complexes visited were in Cato Manor, in Durban. Both were multi-purpose complexes comprising a primary school, a secondary school, a community hall, and a library. Approximately R16 million was allocated for each complex.

The complexes are to be used as schools during the day. After school hours, the classroom sections are closed off, but the hall, the library and the sports fields are available to the rest of the community. In addition, ABET classes are offered on the school premises, in agreement with the relevant school's governing body.

The first complex, Wiggins Primary and Secondary Schools, is complete, and the schools are in their second year of operation. The schools are virtually fully resourced, with a full complement of teachers, and adequate supplies and equipment. Some classes, particularly at primary level, were slightly over-crowded. The main concerns raised revolved around overhead projectors, laboratory equipment, and the completion of the sports facilities.

The second complex, Mayville Primary and Cato Crest Secondary, is still under construction. A secondary school, a community hall, and a library are additions to an existing primary school. At present, the secondary phase consists only of Grade 8: other grades will be introduced gradually, as circumstances permit. The school is highly under-resourced, with pupil teacher ratios averaging 55:1 across both phases. There is virtually no equipment, and school lacks basic necessities, such as desks and chairs. The staff room at the secondary school is being used as a storeroom, and is full of sub-standard desks that are already broken less than two months after they were delivered to the school.

By all accounts, the projects have been implemented in a highly consultative and inclusive manner. The stakeholders involved in the projects included the Department of Education, the Durban Metropolitan Council, the Cato Manor Development Authority, and the parent representative bodies. The donor agency was also considered to be a key stakeholder: however, according to department officials, they 'provided support without driving the agenda. At the same time, they did not abdicate responsibility, and ensured that progress was going according to plan at all times.' By involving all these stakeholders, the projects have earned a great deal of support from the local communities, and greater commitment from the local authorities to resource the community facilities. A positive spin-off is that the

levels of vandalism have been reduced due to community members taking primary responsibility for the security of the schools.

The library in the Wiggins complex is fully resourced by the Metro Council, and remains their responsibility in future. Similar arrangements are expected to be made for the Cato Crest complex library. Similarly, the community halls remain the responsibility of the Metro, and anybody who wishes to use the facility may access it through the Metro.

The challenges identified, which reflect on the project, were:

♦ The community hall at Wiggins is not being used by the schools, as the Metro charges a user fee each time they wish to use it. It was unclear whether this condition was included in the original project agreements, however, it appears to go counter to the expressed objectives of equitable sharing of resources between the school and local structures.

♦ The Department is not adequately providing for the Mayville Primary/Cato Crest Secondary schools. The stark differences in the levels of resourcing between the two school complexes has resulted in the perception amongst a number of respondents that the Durban Regional Office, which is the former House of Delegates Department, appears to favour the Indian run Wiggins Schools over the African managed Mayville/Cato Crest schools. The implication is that the former racial division still persist in the way schools are maintained and provided for, which is disturbing five years after the apparent amalgamation of departments. It is not the position the authors of the report that this is necessarily true: rather, it is imperative to redress such gross imbalances, in order to dispel such perceptions.

9 APPENDIX 5: LIST OF PEOPLE INTERVIEWED

9.1.1 DONORS:

1. Ms. Marlene Hedlund   Danish Royal Embassy
2. Mrs Kenny Boshego   Royal Netherlands Embassy
3. Mr. Wim Hoppers   Royal Netherlands Embassy
4. Mr Patrick Fine   USAID
5. Ms. Theresa McDonell   Embassy of Ireland
6. Mr W. Metgzer   GTZ
7. Mr Nakamura   JICA
8. Mr Claude Rainville   CIDA
9. Ms. Lusungu Kanchenche   DFID
10. Mr Marko Laine   Embassy of Finland
11. Ms. Anne Strand   Norwegian Embassy
12. Ms. Janet Davies   European Union
13. Ms. Eva Joelsdotter-berg   Embassy of Sweden
14. Mr Vansingjan   Belgium Embassy
15. Ms. Bonisiwe Obanida   SDC
16. Mr Masoale Liphofa   JET

9.1.2 DEPT OF EDUCATION:

1. Mrs S. Nongogo   DoE: Eastern Cape
2. Ms. M. Nabe   DoE: Eastern Cape
3. Dr. Carneson   DoE: Eastern Cape
4. Mr Leon Hechter   DoE: Eastern Cape
5. Mr G. Sonkwala   DoE: Eastern Cape
6. Ms. Martha Moemi   DoE: Northern Province
7. Ms. O. Deederen   DoE: Northern Province
8. Mr E. Matshomane   DoE: Northern Province
9. Ms. Gugu Nxumalo   DoE: National Office
10. Mr Philip Likhomo   DoE: National Office
11. Mr. Galieb Jeppie   DoE: National Office
12. Mr Dianaraj Chetty   DoE: National Office
13. Mr Koetzee   DoE: KwaZulu-Natal
14. Mrs Ndlela   DoE: KwaZulu-Natal
15. Dr Simon Mbokazi   DoE: KwaZulu-Natal

9.1.3 DEPT OF FINANCE:

1. Ms. Sharmala Naidoo
2. Mr. Alex Saerdaert

10 APPENDIX 6: BIBLIOGRAPHY

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