

# Terminal Evaluation

## Africa

### 1. Outline of the Project

**Country:**

Kingdom of Lesotho

**Project title:**

Water Supply and Sanitation Project for Primary Schools

**Issue/Sector:**

Rural Water Supply and Education

**Cooperation scheme:**

Grant Aid

**Division in charge:**

Project Monitoring and Coordination Division, Grant Aid Management Department

**Total cost:**

723 million yen

**Period of Cooperation**

Fiscal Years 1995 - 1996

**Partner Country's Implementing Organization:**

the Ministry of Natural Resources

**Supporting Organization in Japan:****Related Cooperation:****1-1 Background of the Project**

The primary education school gross enrollment rate in the Kingdom of Lesotho was as high as over 90% for both girls and boys until the mid-1990s. However, the dropout rate was also high in each grade and in 1995, only a half of the 100 students who entered primary school proceeded to the final-year grade. There were some reasons: Unaffordable educational fees for many parents (the average school fee including lessons fees was 62 maloti against average monthly earnings of 60 maloti, 1 maloti is about 15 yen); insufficient facilities at primary schools, and poor teaching skills of teachers (20% of them did not have qualifications). To cope with those problems, the government of Lesotho formulated "The Fourth Five-Year Plan on Educational Development (FYs 1991 - 1995)" and set its objectives to reduce the number of dropouts at primary school and to increase the graduation rate of school-age children (6 - 12 years old) to 65% by 2000.

In Lesotho, all the primary schools (1201 schools nationwide) provided school lunches which was considered to be contributing to the increase in the enrollment rate. However, as the World Food Programme (WFP) which had provided foods support since 1965 announced its retreat from food aid because its original purpose was mostly accomplished, the sustainability of the school lunch has become an issue of concern. In response, the Ministry of Education in Lesotho began to implement "School Self-reliance Project", and it made agricultural activities as a part of the primary school curriculum to complement foods for school lunch. This was how the Ministry of Education aimed to improve the attendance rate, the students' nutrition, to lower the dropout rate, and continuing the school lunch program without increasing the economic burden of families.

In addition, facilities at primary schools remained squalid, and more than 60% of primary schools in Lesotho had noticeable problems in implementing school lunch programs with their sanitary conditions. They did not have water supply facilities essential for school lunches, agricultural activities nor toilets. To improve these circumstances, the Lesotho government planned to construct and reconstruct about 1,000 wells nationwide in four years and requested the Japanese government for a cooperation of Grant Aid on delivering necessary equipment and materials to implement the plan.

**1-2 Project Overview****(1) Overall Goal**

The Educational environment is improved.

**(2) Project Purpose**

Safety water and sanitation are fully assured in the targeted schools.

### (3) Outputs

Water supply and sanitary facilities are installed at the targeted schools (six facilities in Butha-Buthe, five in Leribe, four in Berea, 53 in Mafeteng and 40 in Mohale's Hoek).

### (4) Inputs

Japanese side:

516 million yen in FY 1995, 207 million yen in FY 1996

Lesotho's Side:

Land, Local Cost and Necessary Staff

## 2. Evaluation Team

### Members of Evaluation Team

Evaluation Planning: Aya KANO, Project Monitoring and Coordination Division, Grant Aid Management Department, JICA  
Evaluation Survey: Naoki TAKE, ITEC (International total engineering Cooperation)

### Period of Evaluation

17 February 2003 - 28 February 2003

### Type of Evaluation:

Terminal Evaluation

## 3. Results of Evaluation

### 3-1 Summary of Evaluation Results

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#### (1) Relevance

The project was planned and implemented as a support the "Improvement of Educational Environment at Primary School", one of the strategies in the "Five-year Educational Development Plan(1991/92~1995/96)". However, at the time of this evaluation, the indispensable pillar of primary educational policy in Lesotho was the Free Primary Education Programme (FPE Programme). Accordingly, the strategy to improve the enrollment rate shifted from charge-free primary education and the improvement of existing schools, to the new construction of classrooms and facilities that are managed by the government. However, installing water supply facilities and toilets at primary schools became the standard in schools built by the Lesotho government, and the project retains relevance as it supported construction of sanitary facilities.

#### (2) Effectiveness

Seventy water supply facilities (at 65 schools) out of eighty (at 75 schools) that were constructed are still under operation now, and the project has high effectiveness. Most of the operating facilities have never faced any problems, while most of the facilities that had problems have remained inoperative.

#### (3) Efficiency

Construction of water supply facilities was limited within school premises. The success rate of digging wells was low at 37% and the target schools had to be changed during the implementation period of the project. However, almost the same number of facilities such as wells, small scale water utilizing facilities and toilets could be built within the cooperation period of the project as originally planned.

#### (4) Impact

There were positive impacts of the project to the improvement of educational environment as the project developed water supply and sanitary facilities. In the meantime, there was no clear positive impact to the improvement of the attendance rate at the schools for the terminal evaluation.

#### (5) Sustainability

##### 1) Maintenance and Management System of Wells at Primary Schools

The maintenance and management of the system of water supply facilities were proposed at the Basic Design Study Report of

the project and developed at the training supported by UNICEF and other aid agencies. At the time of this evaluation, the current system had some problems such as unclear responsibility on repair and the lack of communication among schools, the Ministry of Education and the Ministry of Natural Resources. As for major repair, there seems to be a shortage in personnel as the number of engineers was reduced to one at the Division of Underground Water of the Water Affairs Department of Irrigation of the Ministry of Natural Resources that is in charge of the repairs. In addition, the Division of Underground Water does not have funds for these repair works, as in principle, it stands on the premise of beneficiary payment for water facilities in primary schools.

## 2) Sustainability of Financial Resources

According to the FPEP, as for the maintenance and management fees for primary schools, the Ministry of Education has allocated 5 maloti (approximately 75 yen) for each student per year, however limited to the maintenance and management of "a classroom". Therefore, there were no governmental ministries or agencies that allocated budget for maintenance and management of wells at primary schools, and no organization will burden maintenance and management of wells in 2006 when FPEP is adopted at all grades. For the future, collecting fees from the parents or guardians of students may again be an option; however it will be very difficult to collect the fees because the people in Lesotho now take "charge-free primary education" as granted.

### 3-2 Factors that promoted realization of effects

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#### (1) Factors Concerning the Planning

N/A.

#### (2) Factors concerning the Implementation Process

N/A.

### 3-3 Factors that impeded realization of effects

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#### (1) Factors Concerning the Planning

N/A.

#### (2) Factors concerning the Implementation Process

N/A.

### 3-4 Conclusion

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Constructed water supply and sanitary facilities by the Grant Aid were mostly utilized effectively, and the project had effectiveness.

### 3-5 Recommendations

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When providing support to the education sector in Lesotho, it is necessary to regard charge-free primary education as a premise. When installing water supply facilities to primary schools in the future, it is necessary that the Lesotho side makes a clear plan about the maintenance and management system. More specifically, an appropriate system of responsible body, contact system to repair engineers and budget should be established after the consultation among related personnel. In any case, it should be a system that link and ensure proper functions among related organizations such as the agency that holds engineers (the Ministry of Education and the Ministry of Natural Resources of the beneficiary schools).

### 3-6 Lessons Learned

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(1) Multiple divisions of multiple governmental ministries and agencies were involved in the project. In such cases, a mutual communication of related personnel is important. It is necessary to assume that the management, operation, maintenance and management system are in line with the existing linkage and communication system. Thus in case there is no existing system, it is necessary to centralize the responsible body and to make it clear who or which party is responsible for which part.

(2) It is necessary to conduct a careful study at the planning stage as the relationship between community and school differs by country and region.

### 3-7 Follow-up Situation

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N/A.