

# Internal Ex-Post Evaluation for Grant Aid Project

conducted by Nepal Office: Month, 2013

Country Name	The Project for Construction of Primary Schools in Support of Education for All (Phase II)
Nepal	

## I. Project Outline

Background	<p>In Nepal, despite various efforts by the government including the launching of educational development programs, the country assessment of Education for All (EFA) indicated that the challenges still remained formidable towards attaining EFA goals: although Net Enrollment Rate (NER) had improved, it was difficult to achieve the target NER of 96% in 2009. Gross Enrollment Rate (GER) of 138.8% in 2006 needed to be improved to 100%.</p> <p>Among the 25,000 classrooms for primary schools of the target eight Districts of the project, 11.4% were constructed under the government project; the rest was constructed by communities. Many of the communities constructed schools were of low-quality or deteriorated and 20% were deemed inappropriate for continuous use. The needs of classroom construction were 7,600 in the target eight Districts, and 45,000 nationwide (75 Districts).</p> <p>The Government of Japan had been supporting the efforts of the Government of Nepal by extending grant aid for the construction of primary schools to procure construction materials for about 8,000 classrooms in total (including Phase 1 project).</p>		
Objectives of the Project	<p>The project aims to improve the educational environment of 370 primary schools in eight Districts by procuring construction materials for 740 classrooms and other school facilities to be constructed by School Management Committees (SMCs) with the participation of communities under funding support and technical guidance provided by the Government of Nepal. As a result, the project is expected to contribute to ensuring access to and enhancing the quality of primary education in Nepal.</p>		
Outputs of the Project	<ol style="list-style-type: none"> <li>1. Project Site: Baglung, Dhading, Gulmi, Kaski, Lalitpur, Palpa, Rupandehi, and Surkhet Districts</li> <li>2. Japanese side: <ul style="list-style-type: none"> <li>- Procuring construction materials necessary for constructing 740 classrooms in 370 classroom buildings, 362 toilets, 90 water facilities, and procurement of 11,420 sets of furniture</li> </ul> </li> <li>3. Nepali side: <ul style="list-style-type: none"> <li>- Transportation of construction materials and equipment from depots to the sites, procurement of local construction materials, ensuring proper construction management including the appointment of engineers, sub-engineers, and depot managers in order that efficient management of the project is realized including technical guidance to communities, supervision, and monitoring of construction.</li> </ul> </li> </ol>		
E/N Date	16 September, 2008	Completion Date	4 November, 2009
Project Cost	E/N Grant Limit: 870 million yen, Contract Amount: 869 million yen		
Implementing Agency	Department of Education (DOE) of Ministry of Education and Sports (MOES), (Currently, Ministry of Education)		
Contracted Agencies	Fukuwatari & Architectural Consultants Ltd., Sanpo International		
Related Studies	Basic Design Study: August, 2007 – March, 2008, Detailed Design Study: October 2008 – January 2009		
Related Projects (if any)	<p>Japan's Cooperation: The Support for Improvement of Primary School Management (Technical Cooperation, 2008-2011), The Project for Providing Materials and Equipment for the Construction of Primary Schools (Grant Aid, 1994), The Project for Providing Materials and Equipment for the Construction of Primary Schools Phase II (Grant Aid, 1996), The Project for Construction of Primary Schools under BPEP-II (Grant Aid, 1999), The Project for Construction of Primary Schools in Support of EFA (Grant Aid, 2005)</p> <p>Other Donors' Cooperation: Education for All; EFA (2004-2009): World Bank, ADB, Denmark, DFID, Finland, Norway, UNICEF</p>		

## II. Result of the Evaluation

1 Relevance	<p>This project has been highly consistent with Nepali development policy, such as “to ensure equitable access to quality basic education for all children” as set in EFA National Plan of Action 2001-2015, School Sector Reform Plan (SSRP) 2009-2015, and other documents, the development needs for improvement of access to primary education and constructing school buildings and classrooms in rural parts of the country as well as Japan's ODA policy (as described in ODA Databook 2007), for prioritizing social infrastructure development at the time of both ex-ante and ex-post evaluation. Therefore, relevance of this project is high.</p>
2 Effectiveness/Impact	<p>The project has somewhat achieved its objectives, “to improve the educational environment of 370 primary schools in eight Districts by procuring construction materials for 740 classrooms and other school facilities to be constructed by SMCs, thereby contributing to ensuring access to and enhancing quality of primary education in Nepal.”</p> <p>According to DOE, all construction of classrooms, toilets and water supply under this project was completed by 2010. Therefore, the project has provided safe and comfortable classrooms at primary education in the target eight Districts as</p>

planned (740 classrooms). In addition to the project, the Government of Nepal has taken initiatives to continue the effort of classrooms construction by allocating annual budget to District Education Offices (DEOs). As a result, the number of students in the six Districts<sup>1</sup> has increased, and the project has contributed to the overall increase of the students. During the field visits, however, it was found that the number of students in some schools has not increased. Major factors include the availability of other community schools nearby, and new opening of boarding/private schools.

The classrooms are in good condition, and the construction of the new classrooms has provided wider, brighter and more spacious classrooms for students in most schools. The quality of classroom buildings is appreciated by the school teachers and SMCs. However, during the field visit, it was found that classrooms in some schools are not spacious enough for the increasing number of students, and other schools use the classrooms in a different manner than originally intended; for example, due to the less number of students, one classroom has been divided into two by a partition in two schools visited, and at one school, a classroom is divided into two rooms and one room was used as Principal's office.

Other facilities and equipment such as toilets and furniture are in good condition and no leaking of rain is observed during the field visit at the time of ex-post evaluation. However, some of the water supply facilities are not fully utilized due to insufficient water, or plenty availability of tap water.

As for impact, as a result of improvement in the school environment, students are more motivated to study according to the teachers and SMC members. During the field visits, members of SMCs, who are also parents of students and students said they were quite satisfied with the quality of primary education. According to the headmasters and teachers, through the participation in SMC's school construction and management, parents' awareness towards children's education has been enhanced, and they are cooperating in school management. However, low attendance rate is still found in some cases, and the teachers try to orient parents and guardians to send their students regularly to schools. Nevertheless, the project has some positive impact on improvement in the students' academic results and decrease in the dropout rate, according to the DEOs at the target Districts. The GER<sup>2</sup>, NER and the dropout rate at the target Districts have improved (see table 1), and the increase in the available classrooms under the project has contributed to some extent, according to the DEOs. There is no negative impact on the natural environment including possible arsenic contamination in association with water supply facility construction under this project.

Therefore, effectiveness/impact of this project is fair.

#### Quantitative Effects

Indicator	Year 2007 (before the project) Actual value	Year 2009 (target year) Target value	Year 2009 (target year) Actual value	Year 2013 (ex-post evaluation year) Actual value
Indicator 1 Number of classrooms constructed by the government and donors' support at the target eight Districts	4,438 classrooms	5,178 classrooms (17% increase, or additional 740 classrooms)	n.a.	More than 5,178 (740 additional classrooms were constructed by the project by 2010)
Indicator 2 Number of students who study at the schools in the target eight Districts including the target schools	203,170	237,270 (17%increase)	n.a.	441,537 at six Districts <sup>3</sup>
Indicator 3 (Supplement indicator) Average number of students/classroom at the target district (Note: indicator 2/1)	-	Terai*:50 Hill:45	n.a.	n.a <sup>4</sup>

Source: DEOs (Rupandehi, Palpa, Gulmi, Lalitpur, Baglung and Kaski)

\* Terai: lowland plain

#### 3 Efficiency

The outputs of the project were produced as planned, and both the project cost and the project period were as planned (ratio against the plan: 100%, 100%). Therefore, efficiency of this project is high.

#### 4 Sustainability

The operation and maintenance of the facilities constructed by the project are carried out by SMC of the target schools. Generally the role of SMC is considered to be school management, funding collection and monitoring of teachers and students'

<sup>1</sup> Data on other two Districts are not obtained.

<sup>2</sup> Major factor for this reduction was commencement of Student Tracking System from each DEO. At present, every school is entitled to submit each student's profile with students photograph. The student tracking system has been effective to get actual number of students in the school. Previously, school used to show more number of students than actual in order to get fund from DEO.

<sup>3</sup> Number of students in some of the visited schools is shown in the table below:

No. of students in some of visited schools					
Padsari PS		Bagaha LSS		Bhairav Janata HSS	
2009	2013	2009	2013	2009	2013
115	103	500	520	622	540

<sup>4</sup> Number of students per classroom depends upon nature and size of the school (primary, lower secondary, higher secondary). During field visit, in Terai, two schools in Rupandehi district were visited. In Padsari PS (103 students), average number of students per classroom was 20. In Bagaha LSS (520 students), average number of students per classroom was 62. In Plapa (hill district) in Bhagwati PS (96 students), average number of student/classroom was 19 whereas in Bhairav Janata HSS (540 students), average number of student/classroom was 45.

performance. The roles of SMC are somehow clear, as the roles and activities of the SMC are recorded in the meeting minutes. Every three years SMC holds General Assembly and nominates Chairperson among parents/community. During that time SMC's roles such as income generation, operation and maintenance, regularity of teachers etc are determined. SMC also holds meeting as per the need- once in two months or every quarter. According to the interview taken, they discuss on issues or problems of the school and identify solution in the meetings. However, there is no document/terms of reference that institutionalizes this practice. There are other institutional problems. Such as inappropriate procedure in SMC formation; SMC members are not always dedicated to manage the schools. Although most schools hire one person for the daily cleaning of the school, while the responsible person for maintenance and cleaning is not clear in some schools. Technically, initial guidance is provided by DEOs, and schools do not have technical difficulty in operation and maintenance. In order to strengthen the capacity of SMCs in planning and managing the school facilities, SMCs are encouraged to prepare School Improvement Plan (SIP). As the SIP has almost become mandatory for each school to receive funds from the DEOs, most SMCs submit SIP, and hence the capacity abovementioned has been somewhat enhanced.

There is a problem of insufficient budget for maintenance of facilities. Each DEO has an annual budget for maintenance which has increased every year. By submitting SIP, the maintenance budget is allocated to all schools from DEOs. In addition, DEOs have different categorized items for maintenance such as maintenance and rehabilitation fund for school facilities. Nevertheless, the budget of DEOs is insufficient to cover all schools in the Districts, and therefore, proper maintenance cannot be done in some schools. The school facilities including toilets and water supply facilities are basically in good condition, and the facilities are cleaned regularly. However, some furniture is broken down and has not been repaired due to lack of maintenance budget.

As the project has some problems in institutional and financial aspects as well as the current situation of operation and maintenance, sustainability of the effects of this project is fair.

### 5 Summary of the Evaluation

The project has somewhat achieved its objectives, "to improve the educational environment of 370 primary schools in eight Districts by procuring construction materials for 740 classrooms and other school facilities to be constructed by SMCs, thereby contributing to ensuring access to and enhancing quality of primary education in Nepal.", as the planned number of classrooms have been constructed, the educational environment has improved, and the GER, NER, and dropout rates have improved. As for sustainability, some problems were found in the institutional and financial aspects as well as the current status of operation and maintenance. In light of the above, this project is evaluated to be satisfactory.

### III. Recommendations & Lessons Learned

#### Recommendations to implementing agency:

1. Annual budget allocation of DEO for new classroom construction and maintenance is good practice to sustain the educational environment of the school. However, it is recommended that DEOs increase the annual budget and particularly targets for maintenance and rehabilitation of school's infrastructure. Many schools visited were facing lack of maintenance fund.

#### Lessons learned for JICA:

Since the number of students in several community schools (as also observed in the schools visited) is reduced due to the increasing number of other community and private schools in the vicinity, proper identification of the location to construct school classroom at the planning stage is necessary to contribute to ensuring access to schools

Table 1 GER, NER\*, and Dropout rate at national and district level

	GER			NER						Drop out		
	2007/08	2009/10	2012/13	2007/08		2009/10		2012/13		2007/08	2009/10	2012/13
				total	girl	total	girl	total	girl			
National	138.5	141.4	130.1	89.1	87.4	93.7	92.6	95.3	94.7	12.4	6.5	5.2
Lalitpur	177.8	122.0	100.5	95.5	94.2	98.3	98.2	97.9	98.7	13.9	6.2	4.8
Dhading	154.9	143.5	124.5	92.6	93.1	97.7	97.7	97.4	97.1	14.6	7.2	5.7
Kaski	159.7	140.8	121.7	96.9	95.4	98.4	98.5	98.6	98.6	8.7	3.0	4.6
Baglung	166.3	155.1	124.3	95.9	94.4	97.7	97.0	97.8	96.7	15.5	9.4	4.6
Gulmi	154.7	142.8	103.5	94.0	93.6	97.1	95.4	97.6	96.2	8.2	4.5	5.3
Palpa	164.7	143.2	103.7	95.9	95.4	97.2	97.3	97.4	97.6	8.1	3.8	4.8
Rupandehi	120.1	128.5	116.6	81.1	80.0	88.5	88.3	93.1	91.2	11.0	7.3	4.0
Surkhet	177.9	162.3	154.8	96.3	95.1	98.6	98.8	97.1	96.9	13.1	5.6	4.7

Source: Flash Report by the Ministry of Education



Students at Bagaha LSS

\* Gross Enrollment Ratio (GER): Total enrollment in a specific level of education, regardless of age, expressed as a percentage of the eligible official school age population corresponding to the same level of education in a given school year.  
 Net Enrollment Rate (NER): Enrolment of the official age group for a given level of education expressed as a percentage of the corresponding population.