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| Country Name       | Project for Constriction of Secondary Schools in the Kingdom of Lesotho |
| Kingdom of Lesotho |   |

**I. Project Outline**

|                           |   |          |              |                 |                              |
|---------------------------|---|----------|--------------|-----------------|------------------------------|
| Background                | <p>Secondary education in Lesotho was a five-year educational course for students aged 13 to 18 years who have completed primary education. As of 2005, the net enrollment ratios (NER) in secondary education remained low at 25.4%. While the introduction of Free Primary Education (FPE) in 2000 raised NER in primary education to 83.2%. In this circumstance, it was expected that NER in the secondary education would be increased, and accordingly the demands for development of school infrastructures for secondary education would be significantly increased. In this respect, the Ministry of Education and Training estimated the shortage of 3,622 class rooms in 2015, and put a priority on the improvement of accessibility to the secondary education service by constructing new school facilities equipped with dormitories, kitchens and canteens combined with multi-purpose halls in the remote areas and highly populated areas.</p>  |          |              |                 |                              |
| Objectives of the Project | <p>To improve the accessibility of secondary education service by constructing school facilities for secondary education and procuring school furniture in seven project sites/districts*.</p> <p>*The target seven district: Leribe, Maseru, Berea, Quthing, Butha-Buthe, Mokhotlong, Mafeteng</p>   |          |              |                 |                              |
| Outputs of the Project    | <ol style="list-style-type: none"> <li>1. Project sites: Hlotse (Leribe district), Maseru (Maseru district), Teyateyaneng (Berea district), Moyeni (Quthing district), Butha-Buthe (Butha-Buthe district), Mokhotlong (Mokhotlong district), Mafeteng (Mafeteng district).</li> <li>2. Japanese side <ol style="list-style-type: none"> <li>(1) Construction of seven secondary schools (one school per district) <ul style="list-style-type: none"> <li>➢ Ordinary classroom: 70</li> <li>➢ Integrated science laboratory/ICT training room building: 7</li> <li>➢ Staff room/Administration building: 7</li> <li>➢ Combined toilets: 7</li> <li>➢ Housing for teaching staff: 14</li> <li>➢ Kitchen/Dining hall (cum-Multi-purpose hall): 3 (Maseru, Moyeni, Mokhotlong)</li> <li>➢ Boy's dormitory (capacity 60 persons): 3 (Maseru, Moyeni, Mokhotlong)</li> <li>➢ Girl's dormitory (capacity 60 persons): 3 (Maseru, Moyeni, Mokhotlong)</li> </ul> </li> <li>(2) Procurement of school furniture for seven secondary schools <ul style="list-style-type: none"> <li>➢ Desks, tables, chairs, kitchen instruments, table wares, beds, cabinets, etc.</li> </ul> </li> </ol> </li> <li>3. Lesotho side: <ul style="list-style-type: none"> <li>➢ Provision of land and site preparation</li> <li>➢ Construction of fences, gates/doors and janitor booths</li> <li>➢ Water supply and power distribution</li> <li>➢ Procurement of furniture and equipment that were not provided by the project</li> <li>➢ Detailed design and construction supervision</li> </ul> </li> </ol> |          |              |                 |                              |
| Ex-Ante Evaluation        | 2008  | E/N Date | March , 2008 | Completion Date | September, 2010 <sup>1</sup> |
| Project Cost              | E/N Grant Limit: 715 million yen, Actual Grant Amount: 715 million yen  |          |              |                 |                              |
| Implementing Agency       | Education Facilities Unit, Ministry of Education and Training   |          |              |                 |                              |
| Contracted Agencies       | <p>The procurement of the Project is done by the Japan International Cooperation System under the Agent Agreement with the Ministry of Education and Training.</p> <p>Local Contractors and suppliers: P.L. Lepota &amp; Sons Construction, S.B. Construction, Monahali Construction, P.T. Ratalane Construction, T.J. Construction, Morning Star Construction, Selkol 1983 (Pty) Ltd., Nepad Trading 102 (Pty) Ltd.</p>  |          |              |                 |                              |

**II. Result of the Evaluation****1 Relevance**

This project has been highly consistent with Lesotho's development policy, such as the increase of enrollment rate in basic education under "Lesotho Vision 2020", "the Education Sector Strategic Plan for 2005-2015" and "the National Strategic Development Plan 20113-2017", and development needs to improvement of accessibility to the secondary education service in the remote and highly populated areas by development of school infrastructures at the time of both ex-ante and ex-post evaluation. It is also consistent with Japan's ODA policy for promotion of free primary education policy in Lesotho under the Japan's Country Assistance Program for Lesotho (2008) at the time of ex-ante evaluation.

Therefore, relevance of this project is high.

<sup>1</sup> Target schools opened/started their school year in January 2010. For those schools which were not completed at that timing, arrangements were made to accommodate students in temporary shelters (Source: Interview with official of Education Facilities Unit, Ministry of Education and Training at the time of ex-post evaluation.)

## 2 Effectiveness/Impact

The project has achieved its objective of “improving accessibility to the secondary education service in the target seven districts”. Initially it was estimated that the number of receivable students at secondary schools in the target seven districts<sup>2</sup> would increase from 84,567 in 2007 (before project implementation) to 86,240 after the project implementation. At the time of ex-post evaluation, it was confirmed that the number of students enrolled in the target seven districts increased to 108,389 in 2014, however, the actual number of receivable students at secondary school in the target seven districts in 2014 could not be verified because the Ministry of Education and Training did not have the correct number of classrooms. According to the Ministry of Education and Training, majority of secondary schools in the target seven districts receive the students more than their designed capacity of classrooms because a shortage of secondary schools still exists in the country.

According to the Outline Design Study Report of this project, it was planned to receive additional 1,680 students by constructing 42 classrooms in the target seven districts (40 students/classroom x 42 classrooms = 1,680 students). Since the project actually constructed 70 classrooms against planned 42 classrooms, it is assumed that this project created additional capacity for 2,800 students in the target seven districts. In this respect, it can be said that as long as the target seven schools are concerned, the project largely achieved the target of “increasing 1,680 receivable students”, which was planned by the Outline Design Study Report<sup>(Note 1)</sup>.

As shown in the table below, both the number of students enrolled and the number of teachers in the target seven schools did not achieve their targets in 2010. This is because that most of the target seven schools admitted only the first grade students (grade A students) after the project completion in order to minimize the burden of school management caused by the rapid increase in number of students. The target schools are receiving all grades of students at the time of ex-post evaluation, and the number of students enrolled in the target seven schools increased to 3,760 in 2014, which exceeds the target. Regarding the number of dropout students in the target seven schools, it was 106 in 2010 which represented 10% of number of students enrolled. Although the actual number of dropout students in the target seven schools in 2014 was not identified due to lack of information, it was confirmed that at least the number of dropout students in 2014 at the four schools such as Hlotse School, Maseru School, Moyeni School, and Butha-Buthe School decreased from 2010.

Also the number of teachers in the target seven schools increased to 103 in 2014 (average 14.7 per school), which fully met its target of 77 (average 11 per school). Since the housing for teaching staff was constructed by the project, it can be one of the contributing factors that schools were able to employ the teachers more easily. While the Ministry of Education and Training proposes the desirable teachers and students ratio as “25 : 1” some of the target seven schools do not satisfy this requirement. However, there is no big difference in staffing ratio of teachers in comparison with other schools with similar condition and environment and no major negative impact on the class due to lack of number of teachers has been observed. Further, the issue on shortage of number of teachers is a common issue not only in the target seven districts but also Lesotho in general. Therefore, it is considered that shortage of number of teachers did not affect the realization of project effects.

Regarding the number of students live in the dormitories in the target three schools, it was 447 in 2014 (average 149 per school) which fully met the target of 360 (average 120 per school). According to the interviews with representatives of Maseru School and Moyeni School, the number of students living in the dormitories is more than expected because they give priority to the students who were not able to go to the schools due to the long distance from their residence and/or the students who suffered a long commuting time.

As mentioned above, the project effect on improvement of accessibility of secondary education in the target seven districts, particularly for students in poor accessibility to education service such as the highly populated area and remote mountainous areas was realized.

As for impact, it is assumed that the project has contributed to increase of net enrollment ratio of secondary education of the county to some extent since it increased from 25.4% in 2005 to 37.3% in 2013, and total number of students enrolled in the target seven schools represents about 3.0% of the total number of students enrolled in the country. Also some positive impacts were observed in three target schools with dormitories such as improved nutritional state of the students resulted from providing meals three times a day, disciplined manner of the students through grouping life, improved learning environment after school such as study rooms with lighting. Furthermore, some of orphan students were financially supported by the government or the minded private companies at Maseru School located in the capital city.

No negative impact on natural environment was observed, and the land acquisition was appropriately conducted according to the related Lesotho’s law and regulations. There was no resettlement of people associated with the project. Therefore, effectiveness/impact of this project is high.

### Quantitative Effects

| Indicators  | (Before the Project)<br>2007 Actual | (After the Project)<br>2009 Planned | (After the Project)<br>2010 Actual   | (Ex-Post Evaluation)<br>2014 Actual      |
|---|-------------------------------------|-------------------------------------|--------------------------------------|--|
| <b>Indicator 1</b><br>Number of receivable secondary school students in the target seven districts <sup>(Note 1)</sup> (person) | 84,567                              | 86,240                              | N.A.                                 | N.A.                                     |
| <b>Supplemental information 1</b> <sup>(Note 2)</sup><br>Number of students enrolled in the target seven schools (person)       | None                                | Maximum<br>1,680                    | 1,058<br>(Boys: 506)<br>(Girls: 562) | 3,760<br>(Boys: 1,673)<br>(Girls: 2,087) |
| <b>Supplemental information 2</b><br>Number of dropout students in the  | None                                | None                                | 106                                  | 46 in 4 schools were confirmed           |

<sup>2</sup> The number of receivable students in the target seven districts does not mean the actual number of students enrolled in the target seven schools. It is calculated by a formula of (the number of classrooms) X (the capacity of classrooms).

|  |      |                             |                            |                              |
|--|------|-----------------------------|----------------------------|------------------------------|
| target seven schools (person)  |      |                             |                            |                              |
| <b>Supplemental information 3</b><br>Number of teachers in the target seven schools (person)           | None | 77<br>(Average 11/school)   | 47<br>(Average 6.7/school) | 103<br>(Average 14.7/school) |
| <b>Supplemental information 4</b><br>Number of dormitory students in the target three schools (person) | None | 360<br>(Average 120/school) | N.A.                       | 447<br>(Average 149/school)  |

Source: Ministry of Education and Training

Note 1: At the time of project planning in Lesotho, as a result of increase in demand for the secondary education caused by the introduction of free primary education, there were students who were difficult to be enrolled in secondary education due to lack of classrooms (Outline Design Study Report in Japanese, p47). For this reason, the project targeted to increase “the number of receivable students” by constructing the new class rooms in the secondary schools. According to the Outline Design Study Report, it was planned to receive additional 1,680 students by constructing 42 class rooms in the target seven districts (It was assumed that one class room could accommodate 40 students. 40 students x 42 class rooms = 1,680 students). Based on the above assumption, the target value of Indicator 1 in 2010 was set as 86,247 (2,156 class rooms) by adding 1,680 to 84,567 (2,144 class rooms) in 2007 (While the ex-ante evaluation summary sheet indicates 86,240 as target value).

Note 2: This ex-post evaluation made an evaluation judgment based on the performance of the original indicator set at the project planning and other additional information in order to confirm the realization of project effects. The additional information was shown as supplemental information 1-4 to complement the original indicator.

### 3 Efficiency

Although the project cost was within the plan (ratio against the plan: 100%), project period significantly exceeded the plan (ratio against the plan: 160%) because (i) additional outputs, (ii) change of project site in Quthing district by the request of the Ministry of Communication and additional land acquisition caused by this change, and (iii) lack of capacity of local contractors. The outputs of the project were expanded because the number of ordinary classrooms increased from planned 42 to 70 by utilizing the remainder of the grant. Therefore, efficiency of this project is fair.

### 4 Sustainability

The operation and maintenance of the project facilities have been carried out by the School Management Board (SMB) of each school established by the Education Act. SMB consists of representatives of parents and teachers, school head, district administrative officer, and traditional leader. SMB is responsible for proposal and securement of operation and maintenance budget for school facilities, contract management with maintenance service providers, and monitoring of maintenance works while the inspectors of the Secondary Education Department of the Ministry of Education and Training and inspectors of each districts regularly visit each school and supervise the operation and maintenance. It is confirmed at the time of ex-post evaluation that the Ministry had been reinforcing school inspection to ensure regular school visits so that principals having problems can be assisted timely.

Regarding the technical aspect, the project facilities were designed to be almost maintenance-free so that no major items would appear for about 10 years after construction but it is recommended to repaint inner walls and trusses once per 10 years, repaint fixtures once 5 years and repaint blackboards once per 2 years. The actual repair works are done by the maintenance service provides selected by SMB, and selected service providers have sufficient technical capacity in general. However, there are some difficulties to find out appropriate maintenance service providers locally in some schools. Also even if the capable local service providers are found, the maintenance costs are sometimes expensive. In such cases, teachers, students and parents repair the facilities in some schools by themselves. In particular, as the service providers who are able to repair the septic tank of toilet are only available in Maseru, the capital city, and its maintenance cost is expensive, the maintenance of toilets has not been satisfactory done in some schools. Furthermore, each school does not have the maintenance manual of school facilities. For the above reason, some problems are observed in the technical aspect.

Every year the Ministry of Education and Training earmarks about 10 million maloti for annual maintenance budgets of school facilities of the country. The Ministry does not allocate a certain amount of maintenance budget to each school at the beginning of fiscal year. Instead, the Ministry provides the maintenance budget to each school only when the budget proposal is submitted by school. The Ministry has been communicating with schools and encouraging them to apply for subvention and conducted the trainings of SMBs country-wide so that members can assume their oversight function in schools much more diligently, particularly on the use of school funds. However, the interviewed target schools indicated some constraints on the current budget system since the allocation of budget from the Ministry to each school is not conducted in a timely manner. For the above reasons, some schools are obliged to implement their maintenance works by utilizing a part of tuition fees and donation by parents. Therefore, some financial problems are observed.

Regarding the current status of operation and maintenance, cracking at teacher’s housing of Masenate High School (Leribe district), one of the target schools, was identified by the defect inspection in 2010, and it was repaired by mortar. However, at the time of ex-post evaluation, it was found that there was a cracking at entire one school building and doors could not be opened. Regarding this damage, the survey to examine the causes and necessary actions is planned by the JICA’s follow-up cooperation in the fiscal year of 2014/2015.

Therefore, sustainability of the project is low.

### 5 Summary of the Evaluation

The project has achieved its objective of “improving accessibility to the secondary education service in the target seven districts”. It is assumed that the number of receivable secondary school students in the target seven districts has achieved its target value considering that the number of students enrolled in the target seven schools was 108,389 in 2014 though the actual number of receivable secondary school students in the target seven districts in 2014 was unknown.

Both the number of students enrolled and the number of teachers in the target seven schools did not achieve their target values in 2010 because that most of the target schools only accepted the first grade students (grade A students) just after the project completion. The target schools are receiving all grades of students at the time of ex-post evaluation, and the number of students enrolled in the target seven schools increased to 3,760 in 2014. The number of teachers increased to 103 (average 14.7 per school) in 2014 in the target seven schools, that met their respective targets at the time of ex-post evaluation. While, it was confirmed that at least the number of dropout students in the four schools decreased in 2014 in comparison with 2009. Regarding the number of dormitory students in the target three schools, it was 447 in 2014 (average 149 per school) which fully met the target of 360 (average 120 per school). As mentioned above, the project effect on improvement of accessibility of secondary education service in the target seven district, particularly for students in bad accessibility to education service such as the highly populated area and remote mountainous areas where it was realized.

As for impact, it is assumed that the project has contributed to increase net enrollment ratio of secondary education of the county to some extent. Also some positive impacts were observed in three target schools with dormitories such as improved nutritional status and disciplined manner of the students, improved learning environment after school.

Therefore, effectiveness/impact of this project is high.

Regarding sustainability, some problems are observed in technical, financial aspects as well as the current status of operation and maintenance since (i) some schools face difficulties to find out the appropriate maintenance service providers locally, (ii) each school does not have the maintenance manual of school facilities, (iii) there is a problem in allocation of maintenance budget from the Ministry of Education and Training to each school due to the issue of administrative procedures, and (iv) there was a cracking at entire one school building and doors could be opened in one school. Therefore, sustainability of the project is low.

As for efficiency, the project period significantly exceeded the plan because additional outputs, change of project site in Quthing district by the request of the Ministry of Communication and additional land acquisition caused by this change, and so on. Therefore, efficiency of this project is fair.

In light of the above, this project is evaluated to be partially satisfactory.

### III. Recommendations & Lessons Learned

#### Recommendations to Implementing Agency

Through the field survey of the ex-post evaluation, the following issues regarding the financial sustainability of the project were observed at the interviewed schools that the application and disbursement process of the operation and maintenance budget from the Ministry of Education and Training to the schools are not fully recognized despite the several Ministry's circulations. It is recommended that the Ministry of Education and Training should continue the trainings for the SMBs regarding their oversight function, particularly on the use of school funds so that the schools apply timely for the necessary budget.

#### Lessons learned for JICA

- One of the characteristics of Grant Aid for Community Empowerment is to implement the project to utilize the local contractors thus reducing the project costs. However, there was a delay of the project implementation in several project sites in this project due to inappropriate capacity of local contractors. When implementing the scheme of Grant Aid for Community Empowerment, JICA is suggested to carefully examine not only the economic efficiency but also the availability of local contractors who have the appropriate technical capacity of civil works and procurement capacity in respective countries. This scheme must be applied to the counties where it is considered that the project implementation by utilizing local contractors is appropriate.
- When planning the project in the countries with many mountainous areas and selecting the sites, it is important to consider the conditions such as availability of water supply to the project sites and accessibility to the sites. In case of this project, it was observed that capable local contractors did not participate in the tender considering the bad accessibility to the project sites. As a result, the local contractors without appropriate technical capacity received the order and the project implementation was delayed. The possibility of such risk must be kept in mind in the similar project in the future.



The classroom and water tower of the school in Leribe district



The scenery of class in the school in Berea district