

Islamic Republic of Afghanistan

FY 2015 Ex-Post Evaluation of Japanese Grant Aid Project

“The Project for Construction of Basic Education Facilities in Afghanistan”

External Evaluator: Masumi Shimamura,
Mitsubishi UFJ Research and Consulting Co., Ltd.

0. Summary

This project constructed school facilities, well facilities and toilets, and purchased school furniture in Kabul City, Kabul Province, Parwan Province and Kandahar City with the aim of improving access to basic education and contributing to the enhancement of learning environment. The project is consistent with Afghanistan’s development policy, and there has been a necessity to construct school facilities both at the time of project planning and after project completion. Furthermore, the project was consistent with Japan’s ODA policy at the time of project planning; thus, the relevance of the project is high. Although the project period was within the plan, the project cost exceeded the plan; thus, efficiency of the project is fair. There is a very high possibility that Operation and Effect Indicators have achieved the targets or achieved the targets within three years after project completion¹. Based on the results of beneficiary survey etc., it can be regarded that this project has contributed to the enhancement of learning environment more than a certain extent. Hence, when making synthetic judgment by inferring the situation at the time of project completion or about three years after completion, it is relevant to judge that the project objective has been largely achieved. At the time of ex-post evaluation, the existence of all 28 schools developed by the project has been confirmed and they have been functioning as schools. In this regard, it can be regarded that sustainability of the project has been secured to a certain extent for a period between project completion and ex-post evaluation. On the other hand, as regards situations after ex-post evaluation, insufficiency has been observed at least in financial aspect; thus, sustainability of the project effect is fair.

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

¹ As regards this project, the ex-post evaluation has been shelved due to Afghanistani security conditions – it was decided that the ex-post evaluation to be carried out about ten years after project completion.

1. Project Description



Project Location

1.1. Background

After more than twenty years of civil war in Afghanistan, the entire country was exhausted and most school facilities were damaged by the war, resulting in an overwhelming insufficiency. In Kabul City, due to the success of the Back to School Campaign, which had been carried out mainly by the United Nations Children's Fund (hereinafter referred to as "UNICEF"), a large number of children/students came to learn in limited number of schools. As a result, the number of enrolled students became an average of 138 per classroom, and 3,181 students per school at a rough estimate. The overcrowded conditions were aggravating, and the improvement of learning environment in the urban areas also became a concern due to population concentration of internally displaced people and those affected by the drought in the local areas, as well as re-enrollment in school of children willing to attend school. The Ministry of Education has put up a plan in its "Education Action Plan 2003" to construct 20 new schools per province nationwide (3 lycees, 5 middle schools and 12 primary schools) and to increase total construction of new schools to 640 in FY2003². As part of this plan, the Ministry of Education aimed to improve access to basic education and to enhance educational environment for preschool children and students through school construction projects by the Japanese grant aid.

1.2 Project Outline

The objective of this project is to improve access to basic education and contributing to the enhancement of educational environment by constructing school facilities, new well facilities and new toilets, and purchasing the necessary furnishings in Kabul City, Kabul Province, Parwan Province and Kandahar City.

² Fiscal year in Afghanistan usually runs from March 21 (March 20 in case of bissextile year) till March 20 in the following year.

| | |
|---------------------------------------|---|
| E/N Grant Limit / Actual Grant Amount | 677 million yen (First Phase), 1,022 million yen (Second Phase) / 676 million yen (First Phase), 899 million yen (Second Phase) |
| Exchange of Notes Date | July, 2004 (First Phase), July, 2005 (Second Phase) |
| Implementing Agency | Ministry of Education |
| Project Completion Date | January, 2007 (First Phase), March, 2007 (Second Phase) |
| Main Contractor(s) | Dai Nippon Construction |
| Main Consultant(s) | System Science Consultants, Inc. / Fukunaga Architects-Engineers (JV) |
| Basic Design | March, 2004 |
| Related Projects | <p>Technical Cooperation</p> <ul style="list-style-type: none"> · Dispatching an Expert to the Ministry of Education (For one year, from November, 2002) · The Study on the Urgent Rehabilitation Programme of Kabul City in the Islamic State of Afghanistan (April, 2002 – December, 2003) (Development Study) · The Study on the Urgent Rehabilitation Programme of Kandahar City in the Islamic State of Afghanistan (August, 2002 – December, 2003) (Development Study) · Strengthening of Teacher Education Program (July, 2005 – August, 2007) · Strengthening of Teacher Education Program Phase 2 (September, 2007 – January, 2011) <p>Other Development Partners</p> <ul style="list-style-type: none"> · Following development partners have carried out school construction projects, respectively: UNICEF, United Nations Development Programme (UNDP), The World Bank, United States Agency for International Development (USAID) (USA), Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) / Kreditanstalt für Wiederaufbau (KfW) (Germany), Swedish Committee for Afghanistan (SCA) (Sweden), Korea International Cooperation Agency (KOICA) (Korea) |

2. Outline of the Evaluation Study

2.1 External Evaluator

Masumi Shimamura, Mitsubishi UFJ Research and Consulting Co., Ltd.

2.2 Duration of Evaluation Study

Duration of the Study: September, 2015 – February, 2017

Duration of the Field Study: May 12 – June 16, 2016 (Conducted by the local consultants)

2.3 Constraints during the Evaluation Study

The following points became constraints during the evaluation study.

- (1) The ex-post evaluation was carried out about ten years after project completion due to

security reasons. Therefore, other than this project, other supports – development of facilities and provision of equipments by local stakeholders or other development partners – have taken place. However, because of unclear memory of those concerned, it was difficult to collect information and data only for this project with regards to school facilities, wells, toilets and school furniture. In addition, it was necessary to take into account aged deterioration of project outputs such as school facilities, wells, toilets and school furniture which have been developed by the project. In this respect, with regards to making judgment on efficiency, comparison was made between planned and actual outputs at the time of project completion, not at the time of ex-post evaluation. In addition, with respect to hearing survey and beneficiary survey with those affiliated with schools, because approximately ten years have passed after project completion and memory of respondents is vague as well as there is high likelihood of assistance from other development partners, possibility that their response may have taken into consideration other supports cannot be eliminated – respondents have not necessarily provided answers after distinguishing this project from supports provided by other development partners. Furthermore, since about ten years have passed after project completion, it was difficult to confirm information during project implementation or make comparison of situation before and after the project. Therefore, as regards the analysis of effectiveness and impacts, evaluation judgment was made holistically, inferring the situations at the time of project completion or at about three years after project completion (which is the timing of the usual ex-post evaluation). As regards sustainability, evaluation judgment was made based on effects not only after ex-post evaluation but also period between project completion and ex-post evaluation – retrospective perspective was taken into account.

- (2) Due to security reasons, this ex-post evaluation was conducted remotely utilizing local consultants. Therefore, field survey – including confirmation of project sites and site visits – was conducted by local consultants, and the evaluator made analysis based on the information and data collected by local consultants. For this reason, the evaluator could not directly confirm the outputs at the site, and information and data constraints existed both in terms of quantity and quality compared with the case which the evaluator conducts field survey herself as in usual ex-post evaluation.
- (3) In addition, answers to the questionnaires could not be obtained from the Ministry of Education, the Implementing Agency, and hearing survey with the Ministry of Education by local consultants did not realize, either³. Therefore, main information source from the

³ Local consultants carried out kick-off meeting with the Ministry of Education and sought further assistance from the Ministry to obtain official authorization to interview related departments within the Ministry. However, requests were not responded. Consequently, local consultants directly contacted Provincial Education Departments to confirm the schools.

field was the results of hearing survey from those affiliated with schools and beneficiary survey by local consultants, and the evaluator made analysis without getting information from the Ministry of Education.

3. Results of the Evaluation (Overall Rating: B⁴)

3.1 Relevance (Rating: ③⁵)

3.1.1 Relevance to the Development Plan of Afghanistan

At the time of project planning, the government of Afghanistan placed education sector program in “Humanitarian and Human and Social Capital”, one of the three pillars of the National Development Framework (April, 2002). The government regarded this project as priority in the Comprehensive Needs Assessment in Education (May, 2002), which stipulated concrete measures of this Framework. In addition, this project was regarded as a plan which contributes to (1) provision of free compulsory primary education to all children regardless of gender, ethnic group, language and religion, and (2) provision of equal education opportunity without disparity between capital and districts in the Reconstruction and Development of Education in Afghanistan (August, 2002), a policy announced by the Education Minister at the time. Furthermore, the necessity of education system reform as well as construction / repair of schools with perspective of gender equality was stipulated in the Education Action Plan (March, 2003), which had been prepared in line with the National Development Framework.

After project completion, education sector is also regarded as an important issue in the Afghanistan National Development Strategy (2008/09-2012/13)⁶, and expansion of equal education opportunity for all Afghanistan people, including gender equality perspective, is stipulated in the Strategy. In addition, the Ministry of Education has put up improvement of access to education as one of priority in its draft National Education Strategic Plan III (2015-2020)⁷, which is open to public at the time of ex-post evaluation. Targets regarding “school construction and repair” are set in the draft. (See Table 1)

From the above, this project, which takes into account enhancement of girls’ enrollment, is consistent with the development policy both at the time of project planning and after project completion.

⁴ A: Highly satisfactory, B: Satisfactory, C: Partially satisfactory, D: Unsatisfactory

⁵ ③:High, ②:Fair, ①:Low

⁶ The latest Afghanistan National Development Strategy has changed its name to Afghanistan Social Economic Development Plan (2016-2020). The Plan seems to be under preparation at the time of ex-post evaluation.

⁷ The National Education Strategic Plan III is not approved at the time of ex-post evaluation.

Table 1: Targets regarding “School Construction and Repair” by the Ministry of Education in Afghanistan

| | Baseline | Annual Targets (Number of school facilities constructed each year) | | | | | | |
|---|----------|--|---------|---------|---------|---------|---------|---------|
| | 2013 | 2014 | 2015 | 2016 | 2017 | 2018 | 2019 | 2020 |
| Number of schools constructed per year | 625 | 675 | 725 | 775 | 825 | 875 | 925 | 975 |
| Number of schools repaired per year | 300 | 300 | 300 | 300 | 300 | 300 | 300 | 300 |
| Number of surrounding walls constructed per year | 200 | 200 | 200 | 200 | 200 | 200 | 200 | 200 |
| Number of toilets constructed per year | 500 | 500 | 500 | 500 | 500 | 500 | 500 | 500 |
| Number of schools equipped with drinking water facilities | 500 | 500 | 500 | 500 | 500 | 500 | 500 | 500 |
| Number of chairs and desks provided to schools | 400,000 | 400,000 | 400,000 | 400,000 | 400,000 | 400,000 | 400,000 | 400,000 |

Source: National Education Strategic Plan III (2015-2020) (Draft)

3.1.2 Relevance to the Development Needs of Afghanistan

At the time of project planning, while the government of Afghanistan has promoted peace and reconstruction process, the number of students enrolled in primary education in the country was increasing at a pace that exceeded the estimates resulting in an overwhelming shortfall compared with the educational demand in the number and scale of educational facilities. Most schools far exceeded the stated capacity of the facilities, and the demand for construction of school building was very high.

At the time of project completion, although the number of schools has increased, educational facilities were still significantly insufficient compared to the demand, and about half the children of all school ages could not enter school. Also, large disparity among regions and gender, as well as between rural and urban area has seen. In addition, according to the draft National Education Strategic Plan III (2015-2020) at the time of ex-post evaluation, shortage of schools in rural areas and necessity of long commuting distance to schools etc. are pointed out as bottlenecks for enhancing access to education. In particular, as a problem for girls to access education, undeveloped facilities such as toilets and water supply facilities are pointed out.

Therefore, this project is consistent with development needs both at the time of planning and ex-post evaluation.

Table 2: Trend of Afghanistan Population and School-Age Children Population

| | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 | 2016 | 2017 | 2018 | 2019 | 2020 |
|---------------------------------|------|------|------|------|------|------|------|------|------|------|------|------|------|
| Total population (million) | 29.8 | 30.6 | 31.4 | 32.4 | 33.4 | 34.4 | 35.5 | 36.6 | 37.7 | 38.9 | 40.1 | 41.3 | 42.6 |
| Growth rate | - | 2.7% | 2.6% | 3.2% | 3.1% | 3.0% | 3.2% | 3.1% | 3.0% | 3.2% | 3.1% | 3.0% | 3.1% |
| School-age population (million) | 10.7 | 11.0 | 11.3 | 11.7 | 12.0 | 12.4 | 12.8 | 13.2 | 13.6 | 14.0 | 14.4 | 14.9 | 15.3 |
| Growth rate | - | 2.8% | 2.7% | 3.5% | 2.6% | 3.3% | 3.2% | 3.1% | 3.0% | 2.9% | 2.9% | 3.5% | 2.7% |

Source: National Education Strategic Plan III (2015-2020) (Draft)

3.1.3 Relevance to Japan’s ODA Policy

“Peace-building” is one of the basic policies of ODA Charter, and at the time of project planning, the government of Japan has extended assistance in three priority areas – assistance to facilitate the peace processes, assistance for reforming public security, and assistance for reconstruction (including education sector) – under “consolidation of peace” concept, and has been contributing to peace and stability of Afghanistan. In addition, this project was implemented as part of humanitarian and reconstruction assistance, which the government of Japan announced at the International Conference on Reconstruction Assistance to Afghanistan held in Berlin (March, 2004). Therefore, the project was consistent with Japan’s assistance Policy.

This project has been highly relevant to the country’s development plan and development needs, as well as Japan’s ODA policy. Therefore its relevance is high.

3.2 Efficiency (Rating: ②)

With respect to analysis of efficiency, comparison was made not between outputs at the time of ex-post evaluation and inputs but actual outputs at the time of project completion and planned outputs. In other words, analysis was made on the basis that the information shared by JICA is true “actual outputs”. The reason for this is that mere comparison between plan and actual at the time of ex-post evaluation is not relevant since this project completed approximately ten years ago as mentioned in “2.3 Constraints during the Evaluation Study”. In fact, results of confirmation of status of each school by local consultants have revealed that there are facilities which are broken and not usable due to aged deterioration etc. and facilities which need repair. In addition, it is conceivable that some schools are being used leaving facilities prior to replacement, and some schools have received assistance from other supports apart from this project. Therefore, it was not possible to distinguish the outputs developed by this project and other outputs.

3.2.1 Project Outputs

The Comparison of planned and actual outputs at the time of project completion is summarized in Table 3 and 4.

Table 3: Comparison of Planned and Actual Project Outputs (Facilities)

| Facility | Kabul Surrounding Areas | | | | | | Kandahar City | | Total | | |
|--------------------------|-------------------------|--------|----------------|--------|------------|---------------|---------------|--------|-------|--------|------------|
| | Parwan Province | | Kabul Province | | Kabul City | | Plan | Actual | Plan | Actual | Difference |
| | Plan | Actual | Plan | Actual | Plan | Actual (Note) | | | | | |
| Number of target schools | 9 | 7 | 11 | 8 | 5 | 6 | 7 | 7 | 32 | 28 | -4 |

| | | | | | | | | | | | |
|------------------------------------|-------|----------|-------|----------|--------|-----------|-------|----------|--------|-----------|-----------|
| Number of classrooms | 68 | 25 | 77 | 48 | 122 | 120 | 109 | 50 | 376 | 243 | -133 |
| Number of teachers room | 12 | 5 | 18 | 12 | 18 | 20 | 19 | 10 | 67 | 47 | -20 |
| Number of toilets | 12 | 7 | 11 | 8 | 13 | 14 | 12 | 6 | 48 | 35 | -13 |
| Number of wells | 6 | 2 | 6 | 3 | 5 | 6 | 5 | 5 | 22 | 16 | -6 |
| Gross floor area (m ²) | 5,357 | 2,472.66 | 6,271 | 4,383.96 | 10,867 | 11,026.96 | 9,954 | 4,725.84 | 32,449 | 22,609.42 | -9,839.58 |

Source: Basic Design Report and information provided by JICA

Note) The reason why the actual figures in Kabul City exceed the plan is that, as per requested by the Afghan government, target schools were added as substitutes of overlapping schools which had been cancelled.

Table 4: Comparison of Planned and Actual Project Outputs (Furniture)

| Room | Number of rooms | | Item | Number (plan per room) | Total | | |
|---------------|-----------------|--------|-----------------|------------------------|-------|--------|------------|
| | Plan | Actual | | | Plan | Actual | Difference |
| Classroom | 376 | 243 | Students' desk | 20 | 7,520 | N.A. | N.A. |
| | | | Students' chair | 20 | 7,520 | N.A. | N.A. |
| | | | Teachers' desk | 1 | 376 | N.A. | N.A. |
| | | | Teachers' chair | 1 | 376 | N.A. | N.A. |
| | | | Storage rack | 1 | 376 | N.A. | N.A. |
| | | | Blackboard | 1 | 376 | N.A. | N.A. |
| Teachers room | 67 | 47 | Teachers' desk | 10~34 | 380 | N.A. | N.A. |
| | | | Teachers' chair | 10~34 | 380 | N.A. | N.A. |
| | | | Storage rack | 12~30 | 402 | N.A. | N.A. |
| | | | Blackboard | 1~5 | 67 | N.A. | N.A. |

Source: Basic Design Report and information provided by JICA

Main reasons for decreased number of target schools for development – from planned 32 sites (schools) to 28 sites (schools) – were: reduction of outputs in order to avoid duplication of assistance by other development partners as well as due to security reasons. In addition, reasons for decreased number of other facilities were: decreased outputs in order to avoid overlap of assistance by other development partners for facilities, on top of a reason concerning decreased number of target schools. The decreased outputs are deemed appropriate in light of their reasons. As regards furniture, actual outputs for each item (concrete figures) are unknown.



Classroom
Hazrat Oumonar Farooq High School⁸
(Kabul Province)



Classroom
Tutum Dara Girls High School
(Parwan Province)

⁸ Middle School is called High School in Afghanistan.



Toilets
Abozar Ghafari Rabat High School
(Parwan Province)



Well
Fayaz Kandahar Middle School
(Kandahar City)

3.2.2 Project Inputs

3.2.2.1 Project Cost

The total project cost (the total cost of the first and second phase) was initially planned to be 1,699 million yen (E/N limit). In actuality, the total project cost was 1,576 million yen, which is lower than planned (93% of the planned amount). However, when considering the decrease of outputs as mentioned below, and also taking into account the exchange rate fluctuation factor (depreciation of yen), the total project cost virtually exceeds 100% (131% in real terms). The main reason for the decreased project cost was due to the reduced outputs as a result of avoiding overlapping assistance with other development partners as well as security reasons as mentioned above. There was a rising factor of project cost due to depreciation of yen against US dollar during project implementation period⁹, and the construction cost has not decreased as the rate of decrease in the actual outputs.

Table 5: Comparison of Planned and Actual Project Costs and Outputs
(Total Amount of First and Second Phases)

| | Plan | Actual | Difference | Ratio of actual figure to planned figure |
|--|--------|-----------|------------|--|
| Project cost (million yen) | 1,699 | 1,576 | -123 | 93% |
| Construction cost (million yen) Note 1) | 1,512 | 1,384 | -128 | 92% |
| Design and supervision cost (million yen) Note 1) | 187 | 192 | 5 | 103% |
| Gross floor area (m ²) | 32,449 | 22,609.42 | -9,839.58 | 70% |
| Number of classrooms + teachers rooms | 443 | 290 | -153 | 66% |

9 At the time of E/N conclusion, 1 US dollar was equivalent to 108.8 yen. In actuality, Japanese yen was depreciating – 1US dollar was equivalent to 112.82 yen (the average of the IMF exchange rate between July 2004 to March 2007). (The U.S. dollar exchange rate was referred as a substitute currency since the IMF International Financial Statistics does not have exchange rate data for the local currency, Afghani.)

| | | | | |
|-------------------|----|----|-----|-----|
| Number of toilets | 48 | 35 | -13 | 73% |
| Number of wells | 22 | 16 | -6 | 73% |

Source: Prepared by the evaluator based on E/N, Basic Design Report and information provided by JICA

Note 1) Planned amounts for construction cost and design and supervision cost were obtained by multiplying the proportion of construction cost and design and supervision cost to approximate estimates of project cost (borne by Japan) in the Basic Design Report by the E/N limit – the rounded off figures are reflected in the table.

3.2.2.2 Project Period

The project period is as planned. The project period was planned as about 30 months, from the start of bid for detailed design in the first phase until the completion of construction in the second phase as opposed to 913 days in actuality, from September 13, 2004 to March 14, 2007, which is as planned (30 months, 100% of the initial plan).

Although the project period was within the plan, the project cost exceeded the plan. Therefore, efficiency of the project is fair.

3.3 Effectiveness¹⁰ (Rating: ③)

As mentioned in “2.3 Constraints during the Evaluation Study”, the ex-post evaluation of this project was delayed due to security reasons. Therefore, as regards the analysis of effectiveness, evaluation judgment was made taking into consideration the effects not only at the time of ex-post evaluation but also the inferred effects at the time of project completion (based on the information at the time of ex-post evaluation) or at about three years after project completion (which is the timing of the usual ex-post evaluation).

3.3.1 Quantitative Effects (Operation and Effect Indicators)

3.3.1.1 Number of Classrooms which meets the Standard of the Ministry of Education (classroom floor area of 48m²)

According to the information provided by JICA, the number of classrooms constructed by the project is 243, and all the classrooms have met the standard of the Ministry of Education (classroom floor area of 48m² for each room). This point has been confirmed by the results of hearings from the construction consultant. Out of 28 schools developed by the project, the existence of schools and classrooms and their utilization as classrooms have been confirmed for at least 24 schools¹¹ through site visits by the local consultants.

3.3.1.2 Increase of the Number of Enrolled Children

Although the concrete target figure which had been finally agreed – whether 36,000 written

¹⁰ Sub-rating for Effectiveness is to be put with consideration of Impact.

¹¹ Out of 24 schools, local consultants have been able to visit school premises of 23 schools and conducted hearing survey. Consultants could not get permission to visit school site from the remaining one school, however, they have confirmed the existence of school from its appearance.

in the information provided by JICA or 30,000 written in the Exchange of Notes – could not be confirmed, the actual figure at the time of ex-post evaluation has achieved the target, even if it was either figure (the local consultants were able to grasp the total number of children as 42,068¹² for 23 schools¹³).

3.3.1.3 Classroom Area per Child

Because the target figure of classrooms could not be confirmed, the target of this indicator, together with the target of the alternative indicator “Decrease in Number of Children per Classroom” could not be set. In addition, actual figures could not be grasped quantitatively. On the other hand, it can be considered that the number of children at the time of project completion was not as many as the number of children at the time of ex-post evaluation. Furthermore, the number of classrooms which meets the standard of the Ministry of Education has increased because of the project. From these aspects, resulting from the increased number of classrooms, high degree of probability is expected that the overcrowded situation has improved compared with the situation at the time of project planning.

3.3.1.4 Number of Children who can Access Usable Toilets and Water Supply

Target figures are unclear and actual figures could not be grasped quantitatively, either. On the other hand, as a result of site visits and hearing survey with principals and teachers by local consultants, it has been confirmed that usable toilets and water supply facilities have remained in a greater or lesser degree at the time of ex-post evaluation. Therefore, high degree of probability is expected that number of children who can access usable toilets and water supply has increased at the time of project completion or about three years after completion provided that the information shared by JICA is true.

3.3.2 Qualitative Effects

With respect to 23 schools which local consultants visited, beneficiary survey was carried out with a student per school, totaling 23 students¹⁴ (boys: 17, girls: 6). Results of the survey are as follows¹⁵.

¹² Breakdown is as follows:

- Parwan Province (7 schools) 1,610 children
- Kabul Province (5 schools) 3,490 children
- Kabul City (5 schools) 9,470 children
- Kandahar City (6 schools) 27,498 children

¹³ Out of 28 schools constructed by the project, local consultants were able to visit 23 schools (82% of the entire schools). As regards remaining five schools, local consultants could not visit one school since they could not get permission to visit school premise. Also, due to limitation of field study period, local consultants could not confirm the outputs nor carry out beneficiary survey for four school which took time to identify.

¹⁴ Only one student per school was targeted for interview because of ethical consideration – local consultants pointed out that interview with minor child should be refrained due to such consideration. Therefore, as regards selection methodology, those students who were able to get permission from their parents when local consultants visited the

3.3.2.1 Improvement of Classroom Environment due to Increased Number of Classrooms which meets the Standard of the Ministry of Education (classroom floor area of 48m²)

Out of 23 students, 22 students (about 96%) have answered “classroom is big enough and bright enough”. In addition, result of hearing survey with principals and teachers by local consultants has shown that half of them have answered “classrooms are bright and big enough”. Although classrooms and facilities may have been constructed through other supports – by local stakeholders or other development partners – and this possibility cannot be avoided, it can be considered that this project has contributed to the enhancement of learning environment more than a certain extent.

Table 6: Situation of Classrooms (Overcrowded Situation and Brightness)

| Do you think your classroom is big enough and bright enough for you to work in? | Frequency | Percent |
|---|-----------|---------|
| Yes | 22 | 96% |
| No | 0 | 0% |
| No response | 1 | 4% |
| Total | 23 | 100% |

Source: Beneficiary survey (students)

3.3.2.2 Improvement of Hygienic Environment through Construction of Wells and Toilet Facilities

Out of 23 students, 6 students (about 26%) have answered “there is a clean toilet to use”. In addition, out of 23 students, 12 students (about 52%) have answered “there is clean drinking water to access”. According to the result of hearing survey with principals and teachers of each school by local consultants, as regards toilets, some answered “they are in good condition”, but four respondents answered “they are broken and cannot be used” or “repair is necessary”. As regards water supply facilities, some answered “they are in good condition and are being used”, but three respondents answered “trouble is frequent, but cannot cope with the repair cost”, “repair is necessary”, or “water quality is bad and is not hygienic”. Respondents may have taken into account facilities which could have been constructed through other supports, and it can be considered that conditions of facilities about three years after project completion should have been better than the current state. In this regard, it can be inferred that this project has made contribution to a certain extent.

school became the target for interview.

¹⁵ However, it is unknown whether the answers were provided focusing on the facilities constructed by the project – there are possibilities that facilities constructed by other support projects have been taken into consideration.

Table 7: Access to a Clean Toilet

| Is there a clean toilet for you to use? | Frequency | Percent |
|---|-----------|---------|
| Yes | 6 | 26% |
| No | 9 | 39% |
| No response | 8 | 35% |
| Total | 23 | 100% |

Source: Beneficiary survey (students)

Table 8: Access to a Clean Drinking Water

| Is there clean drinking water for you to access? | Frequency | Percent |
|--|-----------|---------|
| Yes | 12 | 52% |
| No | 9 | 39% |
| Not always | 1 | 4% |
| No response | 1 | 4% |
| Total | 23 | 100% |

Source: Beneficiary survey (students)

Note) Total is not 100% due to rounding off.

3.3.2.3 Improvement of Learning Will of Students

With respect to 23 schools which local consultants visited, parents of 18 schools, who accepted to respond to beneficiary survey were asked following questions (two parents per school, totaling 36 parents (male: 32, female: 4)). Results of the survey are as follows.

According to the result, all the parents have answered “children enjoy attending schools”. Furthermore, about 77% of them answered its reason because “children are eager to learn”. (However, it is difficult to make comparison before and after the project since about ten years have passed after completion of the project.) As per Table 6 above, since approximately 96% of students pointed out the good learning environment – “classroom is big enough and bright enough”, it can be thought that this project has contributed to the enhancement of learning will of students to a certain extent. However, clear causal relationship cannot be confirmed because various factors affect children’s will to attend school.

Table 9: Learning Will of Students

| Does your child enjoy attending school? | Frequency | Percent |
|---|-----------|---------|
| Yes | 36 | 100% |
| No | 0 | 0% |
| Total | 36 | 100% |

Source: Beneficiary survey (parents)

Table 10: Learning Will of Students (Reasons for Answering “Yes”)

| Reasons for answering “Yes” | Frequency (multiple answers) | Percent |
|---|---------------------------------|---------|
| Because children are eager to learn | 30 | 77% |
| Because teachers are kind and hardworking | 4 | 10% |
| Because children want interaction with school friends | 2 | 5% |
| Because education is free | 1 | 3% |
| Because school is good | 1 | 3% |
| Because peace and security is prevailing | 1 | 3% |
| Total | 39 | 100% |

Source: Beneficiary survey (parents)

Note) Total is not 100% due to rounding off.

From the above, while possibility of other supports by local stakeholders or other development partners cannot be eliminated, as regards qualitative effects, based on the results of beneficiary survey (particularly, about 96% of students answered “classroom is big enough and bright enough”), it can be inferred that this project has contributed to the improvement of learning environment to a certain extent. Therefore, it can be judged that the project objective has been largely achieved.

3.4 Impacts

As regards the analysis of impacts, evaluation judgment was also made taking into consideration the effects not only at the time of ex-post evaluation but also the inferred effects at the time of project completion (based on the information at the time of ex-post evaluation) or at about three years after project completion (which is the timing of the usual ex-post evaluation).

3.4.1 Intended Impacts

At the time of project planning, following impacts were anticipated.

3.4.1.1 Improvement of Teachers’ Motivation due to Construction of Teachers Rooms

With respect to 23 schools which local consultants visited, one principal and one teacher who obtained permission from the principal in each school, totaling 46 respondents, were asked following questions. Results of the survey are as follows.

According to the result, 17 respondents have taught in other schools prior to the current school, and about 59% of them – ten respondents – answered they prefer current schools. As regards its reasons, “because of better facilities” accounted for approximately 46% (multiple questions). However, it is inferred that the answer “because of better facilities” is not necessarily given keeping management rooms (teachers rooms) in mind. This is because no room has been utilized as management room (teachers room) in Parwan Province, Kabul

Province and Kabul City, and management rooms (teachers rooms) exist only in some schools in Kandahar City at the time of ex-post evaluation. (However it is unclear whether the rooms in Kandahar City have been developed by this project.)

Table 11: Experience of Working in Other Schools Prior to the Current School

| Prior to this school, did you teach in any other school? | Frequency | Percent |
|--|-----------|---------|
| Yes | 17 | 37% |
| No | 25 | 54% |
| No response | 4 | 9% |
| Total | 46 | 100% |

Source: Beneficiary survey (principals and teachers)

Table 12: Preference of School

| If answer was “YES”, which school do you prefer? | Frequency | Percent |
|--|-----------|---------|
| Previous school | 3 | 18% |
| Current school | 10 | 59% |
| Both schools | 3 | 18% |
| No response | 1 | 6% |
| Total | 17 | 100% |

Source: Beneficiary survey (principals and teachers)

Note) Total is not 100% due to rounding off.

Table 13: Reasons for Preferring Current School

| Why did you prefer “Current school”? | Frequency (multiple answers) | Percent |
|---|---------------------------------|---------|
| Because of better facilities | 5 | 46% |
| Because of better discipline | 2 | 18% |
| Because of better educational environment | 1 | 9% |
| Because of better education system | 1 | 9% |
| Because of more students | 1 | 9% |
| Because of diversity of students | 1 | 9% |
| Total | 11 | 100% |

Source: Beneficiary survey (principals and teachers)

3.4.1.2 Enhancement of Management System and Capacity of Schools Regarding Educational Materials and Equipments due to Development of Book Storeroom / Storage

With respect to 23 schools which local consultants visited, only 12 respondents in total – one principal and one teacher per school of six schools in Kandahar City – provided answer related to this question. All 12 respondents answered that management system and capacity of schools regarding educational materials and equipments have improved. However, it is unknown whether improvement of capacity is due to development of book storeroom / storage. In addition, since about ten years have passed after the project completed, comparison of situation on management system and capacity before and after the project cannot be made.

3.4.1.3 Improvement of Opportunities for Non-Formal Education

With respect to 23 schools which local consultants visited, either principals or teachers of 22 schools, totaling 22 respondents, answered the question regarding extracurricular activities apart from classes. Result is summarized in Table 14.

About 41% of answers were sports and about 14% of answers were meetings (details of the meeting are unknown). On the other hand, about 23% of answers were no particular activity (nothing). Since about ten years have passed after the project completed, comparison of situation on extracurricular activities before and after the project cannot be made. Therefore, judgment cannot be made whether the project has contributed to the improvement of opportunities for non-formal education.

Table 14: Extracurricular Activities Apart from Classes

| Are there any extracurricular activities taking place at the school, apart from classes? | Frequency (multiple answers) | Percent |
|--|---------------------------------|---------|
| Sports | 9 | 41% |
| Meetings | 3 | 14% |
| Computer classes (during off season) | 2 | 9% |
| English courses (during off season) | 1 | 5% |
| Vocational training (during off season) | 1 | 5% |
| Nothing | 5 | 23% |
| Others | 1 | 5% |
| Total | 22 | 100% |

Source: Beneficiary survey (principals and teachers)

Note) Total is not 100% due to rounding off.

As stated above, with regards to generation of impacts, it cannot be judged definitely to what extent this project has contributed to “improvement of teachers’ motivation due to construction of teachers rooms”, “enhancement of management system and capacity of schools regarding educational materials and materials due to development of book storeroom / storage”, and “improvement of opportunities for non-formal education”. However, when inferring the situation at the time of project completion or about three years after completion, it is relevant to judge that clearer correlation and contribution of the project would have been confirmed.

3.4.2 Other Impacts

Following beneficiary survey respondents were asked questions regarding other positive and negative impacts.

- Out of 23 schools which local consultants visited, parents of 18 schools agreed to respond to the beneficiary survey (two parents per school, totaling 36 parents) ➔ Impacts on the natural environment, land acquisition and resettlement, and impacts on instability factor

- Out of 23 schools which local consultants visited, parents of 18 schools (two parents per school, totaling 36 parents), as well as one principal and one teacher per school of 23 schools (totaling 46 teachers) agreed to respond to the beneficiary survey → Impacts on gender and impacts on peace building

3.4.2.1 Impacts on the Natural Environment

According to the results of hearing survey with parents, no respondent pointed out negative impact. In addition, 14 respondents (about 39%) of parents answered that there are positive impacts on natural environment after school construction. Half of them pointed out the increased greenery around the school as its reason.

3.4.2.2 Land Acquisition and Resettlement

According to the results of hearing survey with parents, 29 respondents (about 81%) answered “I don’t know” whether they needed to relocate because of school construction, and 7 respondents (about 19%) answered “I did not relocate”. Because about 10 years have passed after project completion, there may be residents who have moved in after completion of school – less than 20% of residents knew the situation at the time.

3.4.2.3 Impacts on Gender

According to the results of hearing survey with parents, principals and teachers, totaling 61 respondents (about 74% of total respondents) answered that the project contributed to increased girls’ enrollment / decreased dropouts. Respondents pointed out local community’s increased awareness of learning and improved security situation as its reasons.

Table 15: Contribution to Increased Girls’ Enrollment / Decreased Dropouts

| Do you think that the project contributed to increased girls’ enrollment / decreased dropouts? | Frequency | Percent |
|--|-----------|---------|
| Yes | 23 | 64% |
| No | 1 | 3% |
| No response | 12 | 33% |
| Total | 36 | 100% |

Source: Beneficiary survey (parents)

Table 16: Contribution to Increased Girls’ Enrollment / Decreased Dropouts

| Do you think that the project contributed to increased girls’ enrollment / decreased dropouts? | Frequency | Percent |
|--|-----------|---------|
| Yes | 38 | 83% |
| No, No response | 8 | 17% |
| Total | 46 | 100% |

Source: Beneficiary survey (principals and teachers)

3.4.2.4 Impacts on Peace Building

According to the results of hearing survey with parents, principals and teachers, totaling 44 respondents (about 54% of total respondents) answered that relations between local community and school are strengthened. It can be regarded that this project has contributed to the advancement of a sense of unity of the community to some extent.

Table 17: Relations between Local Community and School

| Do you think relations between local community and school are strengthened? | Frequency | Percent |
|---|-----------|---------|
| Yes | 21 | 58% |
| No | 0 | 0% |
| Don't know | 1 | 3% |
| No response | 14 | 39% |
| Total | 36 | 100% |

Source: Beneficiary survey (parents)

Table 18: Relations between Local Community and School

| Do you think relations between local community and school are strengthened? | Frequency | Percent |
|---|-----------|---------|
| Yes | 23 | 50% |
| No | 0 | 0% |
| No response | 23 | 50% |
| Total | 46 | 100% |

Source: Beneficiary survey (principals and teachers)

3.4.2.5 Impacts on Instability Factor

According to the results of hearing survey with parents, one respondent answered there are tensions/conflicts between some members of the community towards the school, however, its concrete content is unclear. In addition, about 81% of parents did not respond – most parents ended up avoiding answering this question.

Table 19: Relations between Local Community and School (Instability Factor)

| Are there tensions/conflicts between some members of the community towards the school? | Frequency | Percent |
|--|-----------|---------|
| Yes | 1 | 3% |
| No | 6 | 17% |
| No response | 29 | 81% |
| Total | 36 | 100% |

Source: Beneficiary survey (parents)

Note) Total is not 100% due to rounding off.

Therefore, although definite assessment cannot be made due to limited information, from the results of beneficiary survey etc., when making synthetic judgment by inferring the situation at

the time of project completion or about three years after completion, it is relevant to judge that the project objective has been largely achieved (effectiveness and impacts are high).

3.5 Sustainability (Rating: ②)

As mentioned in “2.3 Constraints during the Evaluation Study”, as regards sustainability, evaluation judgment was made based on effects not only after ex-post evaluation but also period between project completion and ex-post evaluation – retrospective perspective was taken into account. Reason for taking into account retrospective consideration is that in a normal situation ex-post evaluation is carried out about three years after project completion whereas about ten years have passed after completion for this project.

3.5.1 Institutional Aspects of Operation and Maintenance

Because answers to the questionnaires could not be obtained from the Ministry of Education, the Implementing Agency, and interviews by local consultants did not realize, information regarding institutional aspects of operation and maintenance on the side of administration could not be confirmed. Hearing survey with principals and teachers of 23 schools, which local consultants visited resulted that operation and maintenance committees have been established in all 22 schools except one school in Kabul City which did not provide answer. The committees have been reporting physical status of schools and information regarding necessary costs etc. for maintenance activities to the Education Department of the Cities that administers schools. Actual maintenance activities in schools are carried out mainly with support from parents, local residents, teachers and Shura¹⁶ (council of male elders).

3.5.2 Technical Aspects of Operation and Maintenance

Because answers to the questionnaires could not be obtained from the Ministry of Education, the Implementing Agency, and interviews by local consultants did not realize, how the administration side is involved in technical aspects of operation and maintenance of each school could not be confirmed. Hearing survey with principals and teachers of 23 schools, which local consultants visited resulted that maintenance plans have been prepared in all 20 schools except three schools in Kabul City which did not provide answer. In addition, about 74% of schools (17 schools) have been renewing maintenance plans “very often” or “often”. On the other hand, no school has been outsourcing maintenance of toilets and wells to professionals and even they need repair, schools cannot deal with them by themselves – there is a possibility that such facilities are abandoned.

¹⁶ Shura plays a role such as discussing various problems in the area and mediating disputes.

3.5.3 Financial Aspects of Operation and Maintenance

Because answers to the questionnaires could not be obtained from the Ministry of Education, the Implementing Agency, and interviews by local consultants did not realize, financial system on the side of administration, state of budget allocation and execution, as well as future plan and reinforcement strategy could not be confirmed. Hearing survey with principals and teachers of 23 schools, which local consultants visited resulted that no respondent answered operation and maintenance costs of schools have been covered by allocation from the administrative side but have been covered by contribution from parents and local residents, and funds collected from teachers and students (no respondent mentioned about support from development partners¹⁷ or NGOs). In addition, respondents pointed out problems regarding shortage of operation and maintenance cost and inability to secure funds in a timely manner.

3.5.4 Current Status of Operation and Maintenance

Hearing survey with principals and teachers of 23 schools, which local consultants visited resulted that while frequency varies, every school is carrying out operation and maintenance activities (Table 20). Major maintenance activities are simple repair of damaged furniture and facilities.

Table 20: Frequency of Maintenance Activities

| Location, Number of Schools | Frequency of Maintenance Activities Note) |
|-----------------------------|--|
| Parwan Province (7 Schools) | 1. Very often: 2 schools 2. Often: 3 schools 3. Sometimes: 1 school 4. Rarely: 1 school |
| Kabul Province (5 Schools) | 1. Very often: 3 schools 2. Often: 1 school 3. Sometimes: 1 school |
| Kabul City (5 Schools) | 3. Sometimes: 1 school 4. Rarely: 1 school (3 schools are unknown) |
| Kandahar City (6 Schools) | 3. Sometimes: 3 schools (3 schools have not answered) |

Source: Beneficiary survey (principals and teachers)

Note) Answers for frequency of maintenance activities were chosen from five levels: 1. Very often, 2. Often, 3. Sometimes, 4. Rarely, and 5. Almost never.

¹⁷ At the time of ex-post evaluation, the World Bank has been carrying out a funding program called EQUIP II (Education Quality Improvement Programme) with the aim to expanding access to quality basic education. As part of this program, the Ministry of Education has been receiving funds (grant) for development and recurrent budget (actual amount in 2015 was USD 57.1 million). Although it may be reasonable to understand that this project is not excluded from EQUIP II target, whether the actual operation and maintenance costs of schools are covered by EQUIP II could not be confirmed.

As regards status of school facilities, results of hearing survey with 46 principals and teachers of 23 schools which local consultants visited are summarized in Table 21. Although it is unclear whether facilities have been developed by the project, approximately ten years have passed since project completion and about 40% of respondents pointed out the necessity of repairing classrooms and school buildings in general. When taking into account shortage of operation and maintenance cost as mentioned previously in “Financial Aspects of Operation and Maintenance”, it can be inferred that status of operation and maintenance is not necessarily good.

Table 21: Situation of School Facilities

| School Facilities which need replacement or repair | Frequency (multiple answers) | Percent |
|--|---------------------------------|---------|
| Classrooms | 19 | 21% |
| School buildings in general | 18 | 20% |
| Desks and chairs | 11 | 12% |
| Toilets | 7 | 8% |
| Books / computers / lab | 7 | 8% |
| Blackboards | 6 | 7% |
| Athletic grounds / playgrounds | 5 | 5% |
| Teachers room | 5 | 5% |
| Water supply system | 4 | 4% |
| Boundary wall surrounding school | 4 | 4% |
| Library | 3 | 3% |
| Pavement, pavement stones | 2 | 2% |
| Storage rack | 1 | 1% |
| Total | 92 | 100% |

Source: Beneficiary survey (principals and teachers)

Therefore, although definite assessment cannot be made due to limited information, at the time of ex-post evaluation, local consultants have grasped the existence of all 28 schools developed by the project as well as the fact that these schools have been functioning as schools through their site survey by local consultants. In this regard, it can be considered that sustainability of the project has been secured to a certain extent for a period between project completion and ex-post evaluation. On the other hand, as regards situations after ex-post evaluation, insufficiency has been observed at least in financial aspect and some problems have been seen in operation and maintenance. Thus, from a comprehensive perspective, sustainability of the project effect is fair.



School Building
Abdula Ahad Karzai Middle School (Kandahar City)



School Building
Khush Hall Khan High School (Kabul City)

4. Conclusion, Lessons Learned and Recommendations

4.1 Conclusion

This project constructed school facilities, well facilities and toilets, and purchased school furniture in Kabul City, Kabul Province, Parwan Province and Kandahar City with the aim of improving access to basic education and contributing to the enhancement of learning environment. The project is consistent with Afghanistan's development policy, and there has been a necessity to construct school facilities both at the time of project planning and after project completion. Furthermore, the project was consistent with Japan's ODA policy at the time of project planning; thus, the relevance of the project is high. Although the project period was within the plan, the project cost exceeded the plan; thus, efficiency of the project is fair. There is a very high possibility that Operation and Effect Indicators have achieved the targets or achieved the targets within three years after project completion. Based on the results of beneficiary survey etc., it can be regarded that this project has contributed to the enhancement of learning environment more than a certain extent. Hence, when making synthetic judgment by inferring the situation at the time of project completion or about three years after completion, it is relevant to judge that the project objective has been largely achieved. At the time of ex-post evaluation, the existence of all 28 schools developed by the project has been confirmed and they have been functioning as schools. In this regard, it can be regarded that sustainability of the project has been secured to a certain extent for a period between project completion and ex-post evaluation. On the other hand, as regards situations after ex-post evaluation, insufficiency has been observed at least in financial aspect; thus, sustainability of the project effect is fair.

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

4.2 Recommendations

4.2.1 Recommendations to the Implementing Agency

None.

4.2.2 Recommendations to JICA

None.

4.3 Lessons Learned

For projects which includes infrastructure development, in which remote monitoring and evaluation is expected due to security reasons etc., it is important to identify the location of the project site(s) with GPS at the start of the project

When confirming project outputs, it is necessary to identify the location of the project site(s) at the very beginning, however, for this project, about ten years have passed after project completion and there were constraints as to site visits and monitoring after completion due to security reasons. Furthermore, because of remote evaluation, the evaluator could not directly confirm the outputs at the site and there were information constraints to confirm the facts through local consultants. For this ex-post evaluation, the evaluator confirmed the existence of target schools by asking local consultants to take photographs of schools with school names (school plates and school gates with school names etc.) as much as possible. However (although it was difficult in 2004), it will become easier to monitor remotely and to follow-up in future if project site(s) information is identified with GPS at the start of the project, and targeting different schools for evaluation by mistake can be avoided. In fact, other development partner (USAID) in Afghanistan is identifying project site(s) information at the beginning of project with GPS, and taking GIS-stamped photos after project completion, during monitoring and evaluation, confirming that photographed places are the places initially identified.

End

Schools Constructed by the Project

| | Schools | Provinces and Cities |
|----|--|--------------------------------|
| 1 | 1. Mian Shakh High School | Parwan Province (7 Schools) |
| 2 | 2. Dado High School | |
| 3 | 3. All Jihad High School | |
| 4 | 4. Tutum Dara Girls High School | |
| 5 | 5. Abozar Ghafari Rabat High School | |
| 6 | 6. Saadullah Intermediate Girls School | |
| 7 | 7. Naser High School | |
| 8 | 1. Abdul Hai Habibi School Note 1) | Kabul Province (8 Schools) |
| 9 | 2. Naswan Markaz School Note 1) | |
| 10 | 3. Hazrat Oumonar Faroq High School | |
| 11 | 4. Khallid Ban Wallid High School Note 1) | |
| 12 | 5. Baghi Allam Secondary School | |
| 13 | 6. Abdul Wakil Shaheed High School | |
| 14 | 7. Guzar Secondary School | |
| 15 | 8. Gull Dara High School | |
| 16 | 1. Bi Bi Mahro School | Kabul City (6 Schools) |
| 17 | 2. Khush Hall Khan High School | |
| 18 | 3. Kabul City High School (School name was changed to Naswan e Markaz) Note 1) | |
| 19 | 4. Be Be Haishia Seddiqia School | |
| 20 | 5. Qalae Bahador Kahan Secondary School | |
| 21 | 6. Oustad Misbah Secondary School | |
| 22 | 1. Mohamed Tarzi High School | Kandahar City (7 Schools) |
| 23 | 2. Ahmad Shahi Primary School | |
| 24 | 3. Abdula Ahad Karzai Middle School | |
| 25 | 4. Mirwais Nika High School Note 2) | |
| 26 | 5. Laya Wiyala Girls High School | |
| 27 | 6. Tajeribaoy Middle School | |
| 28 | 7. Fayaz Kandahar Middle School | |

Source: Prepared by the evaluator based on the Basic Design Report and information provided by JICA

Note 1) A school which could not confirm the outputs nor carry out beneficiary survey because a lot of time was spent to identify the school. (4 schools)

Note 2) A school which could not confirm the outputs nor carry out beneficiary survey because permission to visit school premise was not granted. (1 school)