

Federal Republic of Nigeria

FY2019 Ex-post Evaluation of Japanese Grant Aid Project

“Project for Construction of Classrooms for Primary Schools in Oyo State”

External Evaluator: Ruiko Hino

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0. Summary

This project aims to improve the learning environment by constructing primary school facilities and providing educational furniture, thereby contributing to the improved quality of and access to primary education in Oyo State, Nigeria. As this objective was consistent with the development plan and development needs of Nigeria as well as Japan’s ODA policy, the project relevance is high. The project cost was as planned, but the project period was slightly longer than planned due to considerations for work, etc., as the number of bidders was greater than expected. As for outputs, in comparison with the plan, six additional classrooms were constructed, and educational furniture for classroom use was additionally procured. Therefore, the efficiency of this project was high. For quantitative effects – the number of pupils enrolled in the target schools and the number of pupils per classroom in the target schools, the reliability of the baseline data is insufficient. It was not possible to clearly compare the baseline value with the actual value. In addition, since some effects were not confirmed from the results of the qualitative surveys conducted in this evaluation, it can be said that this project achieved its objectives only to some extent. Therefore, the effectiveness and impacts of the project are fair. Some minor problems have been observed in terms of the technical and financial aspects and current status. Therefore, sustainability of the project’s effects is also fair.

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

1. Project Description



Project Location



Classroom Constructed by the Project
(I.D.C. Basic Sch. Akobo)

1.1 Background

The Government of the Federal Republic of Nigeria (hereinafter referred to as “Nigeria”) issued a top-level policy document, *Nigeria Vision 20:2020 (2008-2020)*. In this policy, Nigeria aims to enter the world’s top 20 economies by 2020. For that purpose, Nigeria needs to increase its international competitiveness. Improving the citizens’ capacity is vital, so the improvement of educational facilities was one of the country’s top priorities.

In 1999, nine years of basic education (primary, six years; junior secondary, three years) was made compulsory and free of charge. The enrolment rate of basic education improved significantly from 57% in 1998 to 95% in 2005 (Universal Basic Education Committee (hereinafter referred to as UBEC), 2012). On the other hand, the development of schools and classrooms could not keep up with the increasing number of pupils, and the actual supply of 18,945 classrooms (UBEC, 2013) was absolutely short for the demand of 27,230 classrooms in view of the number of pupils. In addition, the number of classrooms in good condition was only 53% of the total (UBEC, 2013). In particular, in Oyo State, where this project took place, the average number of pupils per classroom was 65 (UBEC, 2012), significantly exceeding 40 pupils per classroom, which is the maximum capacity set in Nigeria (hereinafter referred to as the national *minimum standard*). In addition, the existing classrooms included a great number of classrooms with damaged walls and roofs that leaked in the rain. As a result, pupils were forced to learn in poor environments. Based on this background, Nigeria requested the grant aid from Japan for the Project for Construction of Classrooms for Primary Schools in Oyo State.

1.2 Project Outline

The objective of this project is to improve the learning environment by constructing primary school facilities and providing educational furniture, thereby contributing to the improved quality of and access to primary education in Oyo State, Nigeria.

Grant Limit/Actual Grant Amount	1,277 million yen/1,277 million yen
Exchange of Notes Date /Grant Agreement Date	September 2014/September 2014
Executing Agency	Oyo State Universal Basic Education Board (hereinafter referred to as “Oyo SUBEB”)
Project Completion	June 2016
Target Area	Oyo State

Main Contractors	(lot1) Ciroco Nigeria Ltd. (lot2) Best & Crompton Engineering Africa Ltd.
Main Consultant	Yachiyo Engineering Co., Ltd.
Procurement Agency	Japan International Cooperation System
Preparatory Survey	September 2013 - September 2014
Related Projects	Technical cooperation: “Strengthening of Mathematics and Science Education in Nigeria Project, Phase 2” (August 2010 – February 2014) Grant Aid: “Project for Construction of Additional Classrooms for Primary Schools (Phase 2)” (2010) and “Project for Construction of Additional Classrooms for Primary Schools” (first phase: 2004; second phase: 2005; third phase: 2006)

2. Outline of the Evaluation Study

2.1 External Evaluator

Ruiko Hino, Foundation for Advanced Studies on International Development

2.2 Duration of Evaluation Study

This ex-post evaluation study was conducted with the following schedule.

Duration of the Study: October 2019 – October 2020

Duration of the Field Study: January 5, 2020 – January 18, 2020

3. Results of the Evaluation (Overall Rating: B¹)

3.1 Relevance (Rating: ③²)

3.1.1 Consistency with the Development Plan of Nigeria

In *Nigeria Vision 20:2020*, the goal was to achieve 100% primary education enrolment by 2015 and 100% junior secondary education enrolment by 2020 for both boys and girls in basic education. Oyo State, the target region, created *Oyo State Vision 2020: Macroeconomic Framework, Economic Transformation Blueprint, Nigeria Vision 2020*. In the document, the policy of the education sector was to increase equitable access and ensure the provision of basic

¹ A: Highly satisfactory, B: Satisfactory, C: Partially satisfactory, D: Unsatisfactory

² ③: High, ②: Fair, ①: Low

education to improve the quality of basic education for children in Oyo State.

In addition, The Federal Ministry of Education's strategic document, *Education for Change A Ministerial Strategic Plan (2018-2022)*, also stated as one of its goals that the Nigeria's formal and non-formal education system would provide 100 percent access to quality education for out-of-school and school-age children of both sexes in basic education by 2022. Furthermore, in the main strategic document of Oyo SUBEB, *Oyo State Medium Term Basic Education Strategic Plan (2017-2019)*, one of the five policy objectives is "to improve the efficiency of the education system through the provision of infrastructure facilities".

Thus, from the time of planning to the time of ex-post evaluation, expansion of access to basic education has been positioned as an important pillar of the policy, and the provision of infrastructure facilities is considered important for the expansion of access. Therefore, this project's aim to improve the learning environment by constructing primary school facilities and providing educational furniture in Oyo State, Nigeria is highly consistent with the development policy of Nigeria.

3.1.2 Consistency with the Development Needs of Nigeria

At the time of planning, the development of schools and classrooms could not keep up with the growing number of pupils, and the actual supply of 18,945 classrooms (UBEC, 2013) was absolutely short for the demand of 27,230 classrooms in view of the number of pupils. In Oyo State, the average number of pupils per classroom was 65 (UBEC, 2012), and the figure was 112.5 in the target schools, significantly exceeding the national *minimum standard* of 40; thus, improvement of the learning environment was desired.

The number of classrooms in view of the number of pupils in Nigeria has not yet been met at the time of ex-post evaluation. The number of pupils per classroom in Oyo State increased from 65 as of 2012 to 69 as of 2015, still exceeding the national *minimum standard* of 40 as it did at the time of planning.³

Therefore, the needs for the construction of additional primary school classrooms and the provision of furniture are still high, and the implementation of this project is consistent with the development needs of Nigeria.

3.1.3 Consistency with Japan's ODA Policy

According to the *Country Assistance Policy for the Federal Republic of Nigeria (2012)*, the basic policy of the Japanese ODA was to "promote sustainable economic and social development". As a point to be considered for the implementation of ODA, "development needs in rural areas including poverty" was stated. It was also stated that it was necessary to work in a balanced manner to address development issues faced in rural areas. In addition, among the priority areas

³ Document provided by Oyo SUBEB

of Japan's support for Africa in the 5th Tokyo International Conference on African Development (TICAD V) *Yokohama Action Plan 2013-2017*, "improving access to and quality of primary and secondary education, as well as vocational training, with consideration to equity through provision of adequate educational facilities, capacity development of teachers and improvement of management and administrative capacity of stakeholders" was raised.

From above, Japan's ODA policy at the time of planning indicated a policy to address development issues in rural areas of Nigeria and the need to improve equitable access to primary education. The project aimed to improve the learning environment by constructing primary school facilities and providing educational furniture, thereby contributing to the improved quality of and access to primary education. In this light, it can be said that this project was in line with Japan's aid policy at that time.

In light of the above, this project has been highly relevant to Nigeria's development plan and development needs, as well as Japan's ODA policy. Therefore, its relevance is high.

3.2 Efficiency (Rating: ③)

3.2.1 Project Outputs

This project implemented the construction of school facilities and the procurement of furniture and teaching tools. In addition, a capacity-building program (soft component) was implemented for those involved in facility maintenance. The original scope and actual scope of the project are as shown in Tables 1 and 2 below.

Some of the components planned at the time of the outline design were reduced to address the shortage of U.S. dollar money due to foreign exchange losses during the detailed design.⁴ Subsequently, a residual amount (about 57 million yen) was generated as a result of bidding for facility construction and furniture procurement. In response, Nigeria requested additional construction of classroom buildings using residual funds. Additional classroom buildings were constructed in two of the six schools that were subject to reduction at the time of the aforementioned component reduction. As a result, the number of classrooms constructed and some of the furniture procured increased from the plan.

⁴ Due to the sudden increase in the yen and requests from the Nigerian side, the number of target schools was reduced by 6 (36 schools were reduced to 30 schools). Accordingly, 12 classroom buildings (36 classrooms), 40 toilet booths, 720 sets of desks and chairs for pupils, 36 sets of desks for teachers, and 36 sets of blackboards and bulletin boards were reduced (see *Completion Report*, p. 5).

Table 1 Comparison of the Planned and Actual Scope of the Project
(Facilities and Main Equipment)

	Item	Planned	Actual	Difference
Facilities	Classroom building	74 buildings ⁵	76 buildings ⁶	2-building increase
	Number of classrooms	225 classrooms	231 classrooms	6-classroom increase
	Administration office (principal's and teachers' room)	2 rooms	2 rooms	None
	Toilet booths	218 booths ⁷	218 booths	None
Furniture	Desks and chairs (for two pupils each)	4,500 sets	4,620 sets	120-set increase
	Teachers' desks and chairs	239 sets	245 sets	6-set increase
	Blackboards	225 pcs	231 pcs	6-pc increase
	Bulletin Boards	231 pcs	237 pcs	6-pc increase

Source: Documents provided by JICA

Table 2 Comparison of the Planned and Actual Scope of the Project (Soft Components)

Planned	Actual	Difference
Provision of maintenance manual and monitoring manual for school buildings	Provision of maintenance manual and monitoring manual for school buildings	None
Practice of maintenance and management activities at four model schools	Practice of maintenance and management activities at four model schools	None
Holding maintenance workshops in the above four schools	Holding maintenance workshops in the above four schools	None
Provision of advice and guidance to Oyo SUBEB and Local Government Education Authorities (hereinafter referred to as LGEAs) in order to utilize the above manuals for monitoring and teaching activities	Provision of advice and guidance to Oyo SUBEB and LGEAs ⁸ in order to utilize the above manuals for monitoring and teaching activities	None

Source: Documents provided by JICA

The responsibilities of the Nigerian side included construction work (installation of fences and gates); preparation of construction sites; procurement of the furniture other than desks and chairs, blackboards, and bulletin boards; security during and after the construction; and preparation and improvement of school facilities (preparation of teaching materials, allocation of teaching staff, and repair of existing classrooms for continuous use). These were carried out almost as planned. However, some tasks (installations of fences and gates, repair of existing

⁵ 4-classroom-type plan × 5 buildings, 3-classroom-type plan × 69 buildings. In the two 4-classroom-type buildings, one room is an administration room.

⁶ 4-classroom-type × 5 buildings, 3-classroom-type × 71 buildings.

⁷ 4-toilet-booth type × 26, 6-toilet-booth type × 19

⁸ At the time of the ex-post evaluation, LGEA has been renamed Local Government Universal Basic Education Authority, but in this report, it is described as LGEA for convenience.

classrooms for continuous use) were not implemented due to lack of budget and other reasons. Despite the fact that the classrooms constructed in this project were used without problems, the target value of the number of classrooms available in the target schools⁹ shown in Table 3 as a reference indicator was not achieved. The cause of this underachievement may be due to the failure to repair existing classrooms or hand them over as scheduled, which the Nigerian side was responsible for.

3.2.2 Project Inputs

3.2.2.1 Project Cost

The actual cost of the project was 1,277 million yen, which was in line with the grant approved amount of 1,277 million yen as planned (100% of the plan). The cost burden on the Nigerian side was 15 million yen (23,200,000 naira) at the time of planning, whereas the exact actual amount could not be confirmed in documents. However, per the interview survey results with Oyo SUBEB, it was determined that the budget was allocated and executed almost as planned.¹⁰

3.2.2.2 Project Period

The actual project period¹¹ was 22 months between September 2014 and June 2016, compared to the 21 months in the original plan. This timeframe slightly exceeded the plan¹² (104% of the plan). The reason for the extension of the project period was because there were more bidding companies than expected, so it took time to review, negotiate and obtain approval. The subsequent construction period was as planned.

Although the project period was slightly longer than planned, the project cost was as planned and the output exceeded the plan. Therefore, efficiency of the project is high.

⁹ Based on the data from 24 of the 30 target schools.

¹⁰ According to the interview with SUBEB, Oyo State allocated and executed the budget (22,800,000 naira) for the implementation of the project. Additional budget was subsequently allocated. Thus, more than 22,800,000 naira was allocated and executed. The exact amount of the budgetary input is not known as there is no document confirming the amount of the additional budgetary input.

¹¹ The project period includes detailed design, tender period, and installation work period.

¹² The number of days of substantial excess was seven days (0.2 months).

3.3 Effectiveness and Impacts¹³ (Rating: ②)

3.3.1 Effectiveness

3.3.1.1 Quantitative Effects (Operation and Effect Indicators)

(1) Number of pupils enrolled in the target schools

By constructing new classrooms in this project, at the time of the outline design, the number of pupils enrolled in the target school was expected to increase from the baseline of 26,880 in 2013 to 30,000 by 2019, three years after the completion of the project. In this evaluation, the baseline and target values were redefined for the 30 target schools after the scope change of the project. Indicator 1 (a) in Table 3 shows the redefined baseline and target values, as well as the actual values obtained from the executing agency, Oyo SUBEB. As for Indicator 1 (b), for 26 target schools where data on the number of pupils were available directly, the redefined baseline value and target value, as well as actual value are shown.

For the actual value of the number of pupils in the target schools, it was confirmed that there was a significant gap between the data obtained from the schools and the data obtained from Oyo SUBEB's Educational Management Information System (hereinafter referred to as EMIS).¹⁴ The reliability of the data obtained from the schools, which are the actual educational service providers, can be considered relatively higher than the data obtained from Oyo SUBEB. Therefore, in this evaluation, the actual value (b) of school-level data was analysed instead of EMIS data. As a result, it was found that the actual value did not reach the target value. However, since the baseline value is also based on the data obtained from Oyo SUBEB,¹⁵ the reliability of the baseline value is also questionable. The baseline value is likely to have been greater than the actual numbers. Therefore, it is presumed that there was a certain degree of effect in increasing the number of pupils although the actual value did not reach the target value. In addition, in the qualitative survey, some teachers mentioned that their numbers of pupils were increasing compared to other schools.

(2) Number of pupils per classroom in the target schools

For this indicator, the actual value could not be obtained from the same data source as the baseline value (Oyo SUBEB). The school-level data of 15 schools were analysed. As a result, the number of pupils per classroom has decreased significantly from a baseline of 112.5 to 65 at the time of the ex-post evaluation. However, as with Indicator 1, there is doubt about the reliability of the data since the baseline value is based on the data obtained from Oyo SUBEB. Therefore, it is not possible to accurately grasp how much the number of pupils per classroom increased or decreased compared to the baseline value. As shown in a later section, the results of a group

¹³ Sub-rating for effectiveness is to be put with consideration of impacts.

¹⁴ Comparing the number of pupils in the base year with the number of pupils in the school year 2018/19 for 26 schools that were able to obtain data, in 14 out of 26 schools, the actual values were below the baseline values. In addition, when comparing the actual values obtained from schools with EMIS data, 19 out of 26 schools had fewer pupils enrolled than EMIS data. There was a difference of 13,936 pupils in the 26 schools.

¹⁵ Preparatory survey report.

interview of teachers in a qualitative survey showed that the number of pupils per classroom was not decreasing but rather increasing. Therefore, it cannot be assessed that the number of pupils per classroom was decreasing compared to the time of planning.

Table 3 Baseline Values, Target Values, and Actual Values of Operation and Effect Indicators

		Baseline	Target	Actual
		2013	2019	2018/2019
			3 Years After Completion	3 Years After Completion
Indicator 1 Number of pupils enrolled in the target schools	(a)	24,301	26,280	41,277
	(b)	21,423	22,620	21,700
Indicator 2 Number of pupils per classroom in the target schools		112.5	60	65.0
(Reference indicator ¹⁶) Number of classrooms available in the target schools		163	343	303

Source: Ex-ante evaluation paper, documents provided by the executing agency, questionnaire responses from the target schools and interview survey results with the target schools.

Note: Indicator 1 (a) shows the baseline and target values set based on the redefined 231 classrooms constructed in 30 target schools,¹⁷ as well as the actual value of pupils in the target schools obtained from OYO SUBEB,¹⁸ the executing agency. The target value is calculated as follows: the number of classrooms available (438) x the target number of pupils per classroom (60) at the target schools.

Indicator 1(b) shows the baseline and target values set based on the number of existing classrooms at the time of planning (173) and the number of classrooms constructed by the project (204) for the 26 target schools for which data on the number of pupils were available, as well as the actual value of pupils in the target schools obtained from the target schools. Therefore, the sources of the baseline and actual values are different. Similarly, for Indicator 2, the sources of the baseline and actual values are different. The baseline value was provided by Oyo SUBEB and the actual value by the target schools (15 schools). As a reference indicator, the indicator shown in the *Preliminary Evaluation Document Based on the Government Policy Evaluations Act* are stated. For this indicator, the sources of the baseline and actual values are also different. The baseline value was provided by the executing agency (Oyo SUBEB) and actual value by the target schools (24 schools).

¹⁶ Indicators set in the *Ex-ante Evaluation Paper Based on the Government Policy Evaluations Act*.

¹⁷ At the time of the outline design survey, the target schools were 36 schools, and the baseline and target values were set based on this plan in the Ex-ante evaluation paper. Therefore, the baseline and target values were redefined in this evaluation.

¹⁸ EMIS 2018/2019 data.

Table 4 Target Schools which Provided the Actual Data for Operation and Effect Indicators
Shown in Table 3

	School	Local Government Authority (LGA)	Indicator 1 (a)	Indicator 1 (b)	Indicator 2	Reference indicator
Visited target schools						
1	EBENEZER ANGLICAN SCH.	AKINYELE	○	○	○	○
2	L.A PRY. SCH. OKEOLOLA (SCH-3)	ATIBA	○	○	○	○
3	CHRIST CHURCH SCH. I AKINFENWA	EGBEDA	○	○	○	○
4	C.P.S I AYEPE	EGBEDA	○	○	○	○
5	ISLAMIC MISSION PRY. SCH. I & II AGUGU	IBADAN NORTH EAST	○	○	○	○
6	RATIBI MOSLEM P.S ODINJO I II	IBADAN SOUTH EAST	○	○	○	
7	ST LUKE DEMONSTRATION SCHL MOLETE IBADAAN I&II	IBADAN SOUTH EAST	○	○	○	○
8	I.M.G. PRIMARY SCHL OLUBADAN I II III	IBADAN SOUTH EAST	○	○	○	
9	I.M.G. PRY. SCH. JOYCEB. OKE-ADO	IBADAN SOUTH WEST	○	○	○	○
10	BAPTIST PRY. SCH. MAYA LANLATE	IBARAPA EAST	○	○	○	○
11	ST. PETER'S PRY. SCH. APETE	IDO	○	○	○	○
12	L.A DEM. PRY. SCH.	ISEYIN	○	○	○	○
13	I.D.C. BASIC SCH. AKOBO	LAGELU	○	○	○	○
14	ST. DAVID'S PRY SCHL AGBOYIN	OGBOMOSO NORTH	○	○	○	○
15	ST. MICHEAL ANG. RCM ARAROMI	OYO EAST	○	○	○	○
Sub total			15	15	15	13
Non-visited target schools						
16	ISLAMIC MISSION SCH. MONIYA I II III	AKINYELE	○	○		○
17	ABADINA PRY. SCH. U.I	IBADAN NORTH	○			
18	COMM. PRY. SCH. I - IV AYEKALE IBADAN	IBADAN NORTH EAST	○			
19	ST. LEO'S CATHOLIC SCHOOL	IBADAN SOUTH EAST	○	○		○
20	I.M.G. PRY. SCH. LAGOS BYE PASS	IBADAN SOUTH WEST	○			
21	METHODIST SCHOOL III	IBARAPA CENTRAL	○	○		○
22	BAPTIST PRY. SCH.I IGBOORA	IBARAPA CENTRAL	○			
23	ST. MARY'S (RCM) PRY. SCH. I	ISEYIN	○	○		○
24	ST. AUGUSTINE R.C.M. AKINSAWE	LAGELU	○	○		○
25	AREAGO BASIC PRY. SCH.	OGBOMOSO NORTH	○	○		○
26	ONISAPA C.P.S I	OGBOMOSO SOUTH	○	○		○
27	MOLETE D.C. PRY. SCH. III	OGBOMOSO SOUTH	○	○		○
28	BAPTIST PRY SCHL II OTAMOKUN	OGO OLUWA	○	○		○
29	ST. PHILIPS PRY SCH FASOLA	OYO WEST	○	○		○
30	COMM. BASIC SCH. KEEWO	SURULERE	○	○		○
Sub total			15	11	0	11
Total			30	26	15	24

Source: Field survey results

3.3.1.2 Qualitative Effects (Other Effects)

(1) Improvement of learning environment at the target schools

In this evaluation study, the evaluator visited 15 out of 30 target schools and conducted group interviews with 46 teachers, 151 male pupils in 6th grade and 152 female pupils in 6th grade. Information on qualitative effects was gathered and analysed.

All teachers (46 teachers in 15 schools) responded that the classrooms constructed by this project were well ventilated and bright. In addition, the teachers mentioned that the indoor temperature of the constructed classrooms was kept lower than that of the other classrooms, so the learning environment was better and the motivation of pupils to learn was higher. Additionally, all 43 valid teacher respondents¹⁹ responded that the classrooms



Learning at a target school (I.M.G. PRY. SCH. JOYCEB. OKE-ADO)

constructed in this project were easier to manage than other classrooms and that pupils could listen to the classes better.

Eighty-one male pupils (91%) of 89 valid respondents²⁰ and all 103 valid girl respondents responded that they were now able to listen to classes better than before the project was implemented.

In addition, more than 90% of pupils responded that they liked the classrooms constructed in this project more than other classrooms. This is because, they said, the rooms are spacious and the room temperature is kept lower and more comfortable.

From the above, it can be said that the learning environment of the target schools has been improved.

(2) Usage status of toilets at the target schools

All teachers responded that both boys and girls use the toilets in the school. All 141 valid boy respondents and 138 (92%) of the 150 valid girl respondents responded that they used the school's toilets. However, in one school, the toilets were not used because there was no water for the toilets. Of the 15 schools, six schools have locked the toilets to prevent trespassers from using them. From the above, it can be said that there is generally no problem in the usage situation of toilets in the target schools.



Toilets used at schools cleanly
CHRIST CHURCH SCH. I
AKINFENWA

¹⁹ Teachers who could compare the target classrooms with other classrooms were selected by the evaluator. However, three teachers in one school were unable to make comparisons because all pupils study in the classrooms constructed by the project at the time of ex-post evaluation.

²⁰ The target pupils were pupils studied at the classrooms constructed by the project at the time of ex-post evaluation who had been learning at the schools before project implementation.

3.3.2 Impacts

3.3.2.1 Intended Impacts

(1) Quantitative Effects (Access to Primary Education)

As shown in Table 5, at the time of the ex-post evaluation, enrolment, advancement and dropout rates in Oyo State have generally improved from the time of the ex-ante evaluation, indicating that access to primary education has improved.

Table 5: Trends in Educational Indicators in Oyo State

		2014/2015	2015/2016	2016/2017	2017/2018	2018/2019
Gross enrolment rate (%)	Total	134.62*	91.04	95.32	98.02	99.03
	Boys	133.66*	88.54	94.36	97.61	99.04
	Girls	135.59*	89.73	96.28	98.42	99.02
Net enrolment rate (%)	Total	-	-	89.62	96.77	98.58
	Boys	-	-	89.13	95.73	98.48
	Girls	-	-	90.11	97.81	98.68
Secondary school advancement rate (%)	Total	92.50	90.00	91.45	94.90	96.75
	Boys	91.00	88.00	90.30	94.60	96.10
	Girls	93.00	92.00	92.60	95.20	97.40
Dropout rate of primary education at 1st grade (%)	Total	1.53	1.48	3.60	1.10	0.95
	Boys	1.38	1.42	3.40	1.13	0.91
	Girls	1.67	1.53	3.80	1.17	0.98
Dropout rate of primary education at 3rd grade (%)	Total	1.37	-	2.90	1.07	0.81
	Boys	1.41	-	2.89	1.11	0.81
	Girls	1.32	-	2.91	1.03	-
Dropout rate of primary education at 6th grade (%)	Total	1.47	1.50	2.71	1.28	1.37
	Boys	1.33	1.41	-	1.21	1.41
	Girls	1.61	1.58	2.71	1.34	1.32

Source: Questionnaire response from Oyo SUBEB

Note: Data source for * is Federal Ministry of Education data (Nigeria Digest of Education Statistics).

(2) Qualitative Effects

(a) Improvement of classroom management (ease of teaching) by optimizing the number of pupils per class

On the reduction of the number of pupils per class, all 46 teachers who participated in the group interview of the qualitative survey responded that the number of pupils per classroom increased compared to before project implementation. As mentioned above in the effectiveness analysis, the data showed that the number of pupils per classroom was decreasing, but the results of the qualitative survey did not confirm a decrease in the number of pupils. The factor that caused such a difference is assumed to be the inconsistency between Oyo SUBEB's educational

administrative data and school-level data (see “Quantitative Effects” in the Effectiveness section).

The airflow, daylight, and indoor illumination of the classrooms built in this project are well secured, (see “Qualitative Effects” in the Effectiveness section). This comfort derived from building construction has changed the pupils’ learning attitudes, resulting in a positive impact on the ease of teaching management.

From the above, the results of qualitative surveys did not confirm a decrease in the number of pupils per class, but the improvement of classroom management was confirmed through the improvement of ventilation and brightness in classrooms, etc.

(b) Enhancement of pupils’ motivation to learn by improving the learning environment

In the qualitative survey, all valid boy respondents²¹ (131) responded that they liked to go to school and had never felt that they would rather not go to school. When the same question was asked regarding their second-grade year before the project implementation, 30 pupils (23%) responded that they did not like going to school, and 46 pupils (35%) responded that they felt they did not want to go to school at the time.

All valid girl respondents (130) responded that they liked going to school, and 128 (98%) responded that they had never felt that they would rather not go to school. When the same question was asked regarding their second-grade year before the project implementation, 37 pupils (28%) responded that they did not like going to school, and 28 (22%) responded that they felt that they did not want to go to school at that time.

Almost all of the boys and girls responded that the classrooms constructed in the project were more comfortable than other classrooms. Specifically, they mentioned that the classrooms were spacious; that room temperature was kept comfortable; and that the building, blackboards, desks, and chairs were clean. From above, the qualitative survey results confirmed that pupils’ motivation to learn (willingness to go to school) was increased by comparing their responses before and after the implementation of this project. In addition, more than 90% of the pupils responded that the classrooms constructed in this project were comfortable compared to other classrooms. Therefore, enhancement of pupils’ learning motivation through the improvement of their learning environment was confirmed.

(c) Improvement of girls’ willingness to go to school through the construction of toilets by gender

Nine of 15 schools investigated in the field survey had no toilets before the project was implemented, and pupils had to excrete in old school buildings or outdoors.²²

As indicated in the preceding section, 37 girls (28 %) mentioned that they did not like going to school in their second-grade year before the classrooms were constructed, and 28 (22 %) responded that they did not want to go to school at that time.

²¹ Pupils in the 5th or 6th grade using the classroom constructed in this project were extracted.

²² In the remaining six schools, existing toilets were used.

mentioned that they sometimes felt that they did not want to go to school at that time. The reason for these was that the school facilities and equipment (classrooms, desks, chairs, and toilets) were not as well maintained as they were at the time of the ex-post evaluation, and the number of pupils who mentioned toilets was extremely low, only two or three in total.

Therefore, the improvement of girls' willingness to go to school due to the construction of separate toilets for boys and girls was not clearly confirmed from the qualitative survey results.

3.3.2.2 Other Positive and Negative Impacts

(1) Impacts on the Natural Environment

The impact on the natural environment was not confirmed.

(2) Resettlement and Land Acquisition

It was confirmed that there was no resettlement or land acquisition.

(3) Unintended Positive/Negative Impacts

In the group interviews with teachers in qualitative surveys, teachers in the target schools mentioned that parents' willingness to enrol their children to the target schools had increased with the construction of new classrooms. Therefore, it is assumed that parents are aware that the learning environments of the target schools are good relative to other schools.

From the above, it is assumed that the improved learning environment in the target schools has had the impact on attracting more children to enrol in the target schools than in the non-target schools.

The quantitative effects of effectiveness cannot be compared clearly with the baseline and actual values, and some effects are not confirmed from the results of the qualitative surveys, so it can be said that this project has achieved its objectives to some extent. Therefore, the effectiveness and impacts of the project are fair.

3.4 Sustainability (Rating: ②)

3.4.1 Institutional/Organisational Aspect of Operation and Maintenance

In the outline design survey, roles and responsibilities for the operation and maintenance of the primary schools constructed in this project were planned as follows:

- Oyo SUBEB would be responsible for ordering and supervising large-scale school repairs and renovations. UBEC would be responsible for conducting comprehensive management and supervision of schools.

- School-based management committees (hereinafter referred to as SBMCs), LGEAs and communities would be responsible for small-scale repairs, improvements and maintenance of the target schools.

According to the field survey, there was no significant change in the main roles and

responsibilities of each relevant organisation compared to the time of the outline design survey. UBEC only conducts primary school construction, large-scale renovation and site construction. Oyo SUBEB is responsible for the operation and maintenance of school facilities after construction or renovation. LGEAs conduct school management at a daily level.²³ Regarding SBMCs, it was confirmed that committees were formed in 15 schools visited during the field survey, but their functions were limited due to the fact that the system does not allow for the collection of maintenance fees at the time of ex-post evaluation.²⁴

There was no significant change in the roles, responsibilities or personnel involved in the operation and maintenance of relevant organizations compared to the time of the outline design survey. In addition, no issues were identified in terms of hindrance to operations and maintenance due to a lack of personnel.

From the above, it can be said that under UBEC, Oyo SUBEB and LGEA, institutional/operational aspects of the operation and maintenance of the target schools constructed in this project have been secure to a certain extent.

3.4.2 Technical Aspect of Operation and Maintenance

As part of the soft components of this project, maintenance manuals and monitoring manuals were created for the target schools. These manuals state that the target schools should be maintained in accordance with the maintenance manual, with Oyo SUBEB and LGEA monitoring the schools in accordance with the monitoring manual. In addition, they also stated that the schools should report their facilities' maintenance status to Oyo SUBEB on a semester basis²⁵ through the LGEA inspectors and that Oyo SUBEB would then summarize all schools' reports to the JICA Nigeria office once a year.

At the time of this evaluation, a copy of the maintenance manual was not identified at any of the 15 schools visited in the field survey; thus, the manual was not used. For Oyo SUBEB and LGEAs,²⁶ only two LGEAs had copies of the monitoring manual. It can be said that the manuals were mostly not utilized.

For the inspection sheet and evaluation sheet (hereinafter referred to as "monitoring forms") prepared in the software component and included in the manual, only four of the 12 LGEAs visited during the field survey were found to have kept the monitoring forms. However, when checking with the LGEA inspectors how to fill out the monitoring forms, the inspectors could not provide a clear response. The LGEA inspectors said that they regularly visit schools and try to grasp the issues of each school, but they also said that the monitoring forms created as part of this

²³ Questionnaire responses from UBEC, Oyo SUBEB, and LGEAs and the result of the interview with UBEC, Oyo SUBEB and LGEAs.

²⁴ Oyo SUBEB explained that the SBMCs' capacity to manage funds is insufficient and they are unable to fulfil accountability requirements.

²⁵ In Nigeria, there are three semesters in primary school.

²⁶ In the post-evaluation field survey, 12 LGEAs were visited and interviewed.

project's soft component were not used for non-target schools. Therefore, it can be said that at the time of the ex-post evaluation, Oyo State has multiple monitoring systems in place for primary school operations and maintenance. Oyo SUBEB mentioned that they were aware of the usefulness of the monitoring forms and did not feel the need for special revision of the monitoring forms created by this project. Oyo SUBEB explained that they did not utilize the monitoring forms due to budget shortages.²⁷ Although there is an intention to use the monitoring forms, no special action has been taken at the time of the ex-post evaluation. In addition, it could not be confirmed that Oyo SUBEB had submitted any annual reports to the JICA Nigeria office.

Based on the above, it can be said that the monitoring forms created in the soft components were not properly utilized. Workshops²⁸ and seminars²⁹ were held as further soft components for the four model schools.³⁰ About 120 people participated in the workshops held at the model schools. The *Soft Component Final Report* indicates that many seminar participants had a good understanding of the purpose of the manuals. However, the LGEA staff and school principals at the time of ex-post evaluation have been largely replaced from the original members because of personnel changes; therefore, fewer staff members participated in the seminar and the workshop. This is assumed to be another reason why the use of monitoring forms has been limited. In addition, as for the technical assistance from LGEA, it is confirmed that nine of the 12 LGEAs provided technical assistance to the target schools, while the remaining three LGEAs did not provide technical assistance to the target schools.

As for the technical aspect of operation and maintenance, the manuals and monitoring forms created in the soft components were not utilized, and this can be said to be a challenge in this regard.

3.4.3 Financial Aspect of Operation and Maintenance

As already mentioned, UBEC is only responsible for large-scale repairs, so the budget was not allocated for schools' facilities maintenance costs. Currently, SBMCs do not collect maintenance fees. Accordingly, the costs associated with the operation and maintenance of the target schools are primarily allocated through Oyo SUBEB.³¹

Table 6 shows Oyo SUBEB's total budget and the amount allocated to monitoring and evaluation, and *running grants* to schools. The difference between budget and expenditure is large,

²⁷ According to Oyo SUBEB, if three LGEA investigators conduct monitoring each school every semester, 1,485,000 naira (approx. 3,800 USD) per semester is required. This cost includes the printing cost of monitoring forms, transportation expenses, and investigators' daily allowances. As shown in the section below, Oyo SUBEB has allocated a budget for monitoring and evaluation, but its budget is unable to cover the costs listed above.

²⁸ 120 participants participated.

²⁹ About 150 staff members of Oyo SUBEB and LGEAs, school principals and SBMC members participated.

³⁰ Maintenance activities had been practised first at the model schools. Then, with the cooperation of Oyo SUBEB and LGEAs, the manual was developed.

³¹ Education trust funds have been limited to higher education since several years ago. Such funds will not be allocated to the maintenance costs of the target schools in primary education. (interview with UBEC)

indicating that the budget is unreliable. Meanwhile, in Oyo State has started allocating grants to schools, which are budgets for school maintenance, since the fiscal year 2019. Since 2019, Oyo State has welcomed a new state governor.³² The governor's emphasis on basic education has been reflected in the state's development policies in the education sector.³³ The governor's term of office is usually four years, and it is assumed that the policy will be maintained for the next three years.

Table 6: Oyo SUBEB Budget

		Total	Monitoring and evaluation	Running grants to schools
FY 2017	Budget	100,000,009	15,000,000	-
	Expenditure	10,207,189	424,000	-
FY 2018	Budget	22,500,000	-	-
	Expenditure	28,729,352	-	-
FY 2019	Budget	202,812,500	600,000	125,373,900

Source: documents provided by Oyo SUBEB. Unit: Naira

Regarding the actual state of operation and maintenance costs at the target schools, in the interviews conducted during the field study 14 out of 15 schools responded that they did not have budget for maintenance, and the principals and teachers of 10 out of 15 schools have spent their own money on maintenance, which includes the purchase of consumables, installation of fences, etc.

From the above information, it can be said that there are some issues in the financial aspect of operation and maintenance.

3.4.4 Status of Operation and Maintenance

In the ex-post evaluation, the evaluator and the local assistant conducted a field survey of 15 schools, or half of all the target schools, and confirmed the operational and maintenance status of the target schools. As a result, the problems shown in Table 7 were identified (several problems were identified in multiple schools). About 90% of the classrooms and toilets constructed in this project were still in use without problems, and their maintenance status was generally good.

³² Mr. Oluseyi Abiodun Makinde.

³³ Source: interview with Oyo SUBEB.

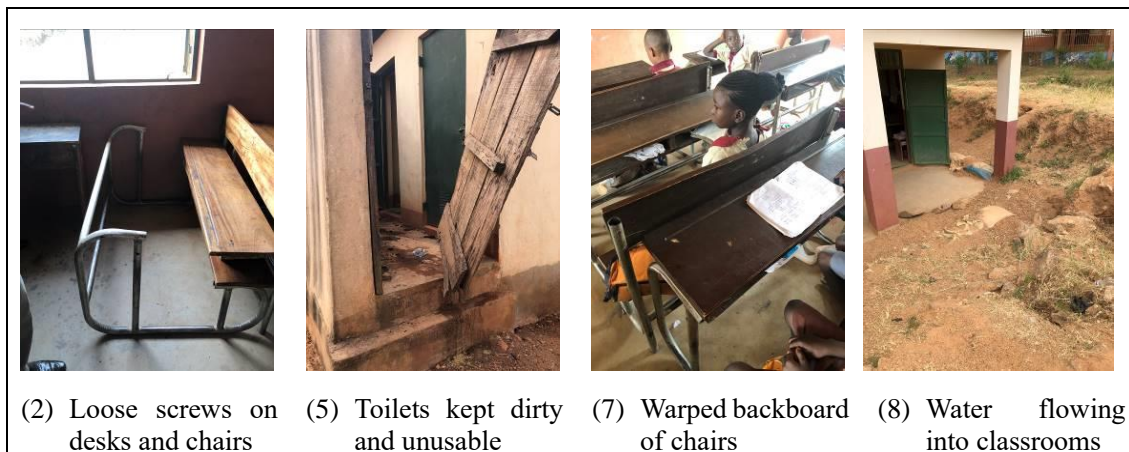
Table 7: Problems in the Target Schools (15 Schools)

	Target school	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
1	EBENEZER ANGLICAN SCH.		✓						
2	L.A PRY. SCH. OKEOLOLA (SCH-3)								
3	CHRIST CHURCH SCH. I AKINFENWA	✓							
4	C.P.S I AYEPE					✓			
5	ISLAMIC MISSION PRY. SCH. I & II AGUGU								
6	RATIBI MOSLEM P.S ODINJO I II				✓				
7	ST LUKE DEMONSTRATION SCHL MOLETE IBADAAN I&II				✓	✓	✓		✓
8	I.M.G. PRIMARY SCHL OLUBADAN I II III			✓		✓	✓	✓	
9	I.M.G. PRY. SCH. JOYCEB. OKE-ADO								
10	BAPTIST PRY. SCH. MAYA LANLATE								
11	ST. PETER'S PRY. SCH. APETE								
12	L.A DEM. PRY. SCH.								
13	I.D.C. BASIC SCH. AKOBO		✓	✓					
14	ST. DAVID'S PRY SCHL AGBOYIN								
15	ST. MICHEAL ANG. RCM ARAROMI								✓
Total		1	2	2	2	3	2	1	2

Problems			
(1)	Roof leak in the classroom	(5)	Toilets kept dirty and unusable
(2)	Loose screws on desks and chairs	(6)	Termite damage to desks and chairs
(3)	Loose screws on classroom doors and windows	(7)	Warped backboard of chairs
(4)	Breakage of classroom windows	(8)	Water flowing into classrooms

Source: Field survey results

(Note) (2) Loose screws on desks and chairs were visually confirmed with fewer than 10% of the desks and chairs. (4) Classroom window breakage was due to stones thrown from outside. (6) Termite damage was confirmed with fewer than 0.5% of desks and chairs. As for (5), in schools where some of the toilets were not kept clean and were difficult to use, it was mentioned that it was difficult to manage the toilets closest to the outer wall because people outside the school used the toilets. In fact, some of the toilet booths were difficult to use, and other toilet booths were properly managed. (7) Warped backboard of chairs was not identified at the time of the defect inspection, and it is assumed that the warping occurred because the boards were not sufficiently dry or the wood material was different from that of the other schools. (source: interview results with the project consultant). (8) Water flowing into classrooms was confirmed to have been caused by rainwater inflow during the rainy season in one classroom in each of the schools where the problem was identified. This problem arises when the floors of the classrooms are built below ground level.



In the 15 schools surveyed, the classrooms were generally maintained in a usable condition, and the principals of the 14 target schools indicated that cleaning of classrooms, toilets, and grounds was carried out daily.³⁴ In fact, when the evaluator and local assistant visited the target schools, the classrooms and toilets were generally cleaned and kept clean, except for the toilets of the target school where the problem was identified as shown in Table 7.

As mentioned in the previous section, in two-thirds of the target schools surveyed, the principals and teachers funded maintenance cost for the schools themselves. Self-help efforts were confirmed at the school level. In addition, there were schools for which the construction of necessary facilities (wells and fences) were carried out by the local communities. There were also schools that did not have wells but received water from local residents in their neighbourhoods. In such schools, communities and schools shared issues related to the operation and maintenance of the schools.

Therefore, although there are some issues, it can be said that the operation and maintenance status at the time of the ex-post evaluation is generally good.

From the above, some minor problems have been observed in terms of the technical aspect, and financial aspect. Therefore, sustainability of the project effects is fair.

4. Conclusion, Lessons Learned and Recommendations

4.1 Conclusion

This project aims to improve the learning environment by constructing primary school facilities and providing educational furniture, thereby contributing to the improved quality of and access to primary education in Oyo State, Nigeria. As this objective was consistent with the development plan and development needs of Nigeria as well as Japan's ODA policy, the project relevance is high. The project cost was as planned, but the project period was slightly longer than planned due to considerations for work, etc., as the number of bidders was greater than expected. As for outputs, in comparison with the plan, six additional classrooms were constructed, and educational furniture for classroom use was additionally procured. Therefore, the efficiency of this project was high. For quantitative effects – the number of pupils enrolled in the target schools and the number of pupils per classroom in the target schools, the reliability of the baseline data is insufficient. It was not possible to clearly compare the baseline value with the actual value. In addition, since some effects were not confirmed from the results of the qualitative surveys conducted in this evaluation, it can be said that this project achieved its objectives only to some extent. Therefore, the effectiveness and impacts of the project are fair. Some minor problems have been observed in terms of the technical and financial aspects and current status. Therefore, sustainability of the project's effects is also fair.

³⁴ The remaining school responded that the classroom was cleaned once a week and the restrooms were cleaned every day.

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

4.2 Recommendations

4.2.1 Recommendations to the Executing Agency

(1) Identify issues of the current monitoring system and promote utilization of monitoring forms

Since the monitoring forms created in the project are not used by schools other than the target schools, at the time of ex-post evaluation there were multiple monitoring systems in Oyo State. In addition, monitoring forms are not fully utilized at the target schools. Oyo SUBEB, the executing agency, is aware of the usefulness of the monitoring forms, so it is recommended that their utilization be promoted throughout Oyo State. By implementing this initiative, it is also possible to avoid situations where multiple monitoring systems coexist.

Specifically, it is proposed that after clarifying the activities and budgets necessary for the use of the monitoring forms, they should be prioritized within the range that can be implemented in the current budget and then conduct the monitoring using the monitoring forms. If there is a budget shortage and it seems difficult for LGEA inspectors to visit all schools, another method of monitoring is to selectively decide which schools to visit, and then monitor the remaining schools through telephone interviews or sending messages via mobile devices.

In that case, it is important to fully discuss with the stakeholders what the issues are in the current monitoring system and whether the use of monitoring forms can solve them, and then to promote the use of the monitoring forms after understanding the information provided in the manuals.

(2) Share issues and needs among stakeholders in the target schools

In some of the target schools, the construction of necessary facilities (wells and fences) was being carried out by the local communities. There were also schools that did not have wells but received water from local residents in their neighbourhoods. In such schools, issues were shared with the community. Therefore, it is suggested that each school identify its current issues, identify what are needed, and share those issues and needs with the local community through SBMC to consider solutions. This is expected to lead to effective budget allocation, including grants to schools, by sharing these issues and needs with LGEAs, as well as the Oyo SUBEB through the LGEAs. In addition, it would be more effective if cases where issues have been resolved through community engagement (good practices) were shared among schools through LGEA and Oyo SUBEB. It is desirable that the above two recommendations be implemented promptly.

4.2.2 Recommendations to JICA

It is recommended that JICA provide useful reference information and advice to the executing agency and support the executing agency in realizing recommendations (1) and (2) above. Specifically, for (1), it is assumed that the provision of reference information such as

monitoring systems of similar JICA projects in other countries regarding the consideration of monitoring implementation methods based on the budget of the executing agency and the local communication situation will be useful. For (2), it is expected that JICA provides good practices from their existing projects, such as identifying needs at the school level and methods of sharing information among stakeholders. In addition, these strategies will be more effective if JICA can provide technical advice from time to time.

4.3 Lessons Learned

Development of a monitoring system that conforms to the actual situation of the partner country

Although a monitoring system for target schools was introduced in a local governmental organisation in Africa with a limited budget, this evaluation identified the challenge that the monitoring system using the monitoring form developed by the project was not realised. The consultant obtained an agreement on the use of the monitoring forms at the time of implementation of the soft component and assumed that the monitoring system would be expanded beyond the target schools after they began using the monitoring forms. However, this was not actually realised; as a result, two different monitoring systems coexist. The monitoring system might have been more feasible if, prior to the implementation of the soft component, the consultant had fully consulted with the executing agency, became familiar with the existing monitoring system and its budget allocation, and proposed a new monitoring system in a form that could be incorporated into the existing system. In addition, it is necessary to understand the frequency of personnel changes when attempting to introduce a new monitoring system to target schools and subsequently expanding it to other schools. If personnel changes are frequent, then at the time of implementing the soft components, it is essential that all local administrative organisations and schools covered by the executing agency, as well as the local administrative organisations and schools targeted by the project, are informed of the monitoring system to be introduced and ensure that they understand the monitoring system.

Reliable information acquisition when planning

As indicated in the Effectiveness section, there are challenges to the accuracy of educational administrative data of the executing agency. It is desirable to collect information that is as accurate as possible when calculating baseline values of the operational indicators during the ex-ante project evaluation. Specifically, if there are multiple sources of information on operational indicators, it is desirable to check those sources as much as possible and obtain more accurate information. If issues are identified with the accuracy of the data held by the executing agency, the best course of action is to obtain and use the information at the end of the educational service

provider (school).³⁵

³⁵ In fact, another aid organisation (DFID) has acquired baseline values at the school level and conducted their projects.