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| Country Name | the Project for Expansion of Lower Secondary Schools in Phnom Penh |
| Kingdom of Cambodia | |

I. Project Outline

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|---------------------------|--|---------------|-----------------|-------------|--------------------------|------------------|
| Background | Education infrastructure in Cambodia was devastated due to a reduction in the number of teachers, abolishment of school facilities, disposal of textbooks and teaching materials, and others, which were induced by the civil war since 1970s. With subsequent efforts for reconstruction and improvement of the education, primary education produced positive results, such as the increase in the net enrollment rate up to 96.4% (2011/12). On the other hand, the net enrollment rate for lower secondary education was limited to 35%. It was an inhibitor to increase the enrollment rate for upper secondary education and higher education indispensable for industrial human resources development. Particularly, in Phnom Penh, the capital of Cambodia, with the high need for industrial human resources development, the number of facilities for lower secondary education was lacked against the recent rapid population growth. The number of students per class was 95.7, which significantly exceeded the national average of 61.5. As a result, a three-shift and two-shift system were reluctantly adopted, and the lack of class hours and others caused the reduction in the quality of education. It was an urgent issue to expand the number of classrooms. | | | | | |
| Objectives of the Project | To improve learning environments through the enhancement of access to lower secondary education and the alleviation of overcrowded classrooms by expanding lower secondary schools that are in short supply in Cambodia's capital Phnom Penh where the population soar, thereby contributing to industrial human resources development in the future. | | | | | |
| Contents of the Project | <ol style="list-style-type: none"> 1. Project Site: Phnom Penh Capital Administration (PPCA) 2. Japanese side: <ol style="list-style-type: none"> (1) Civil work and procurement of equipment: 8 schools with 165 classrooms (14,256 m²), 7 toilet booths (333.3 m²), tables and chairs for teachers and students, etc. (2) Soft component: detail design and construction management 3. Cambodian side: <ul style="list-style-type: none"> Land levelling, preparatory work for demolition of existing buildings and others. | | | | | |
| Project Period | E/N Date | June 30, 2014 | Completion Date | March 2017 | Completion Date (Actual) | January 26, 2018 |
| | G/A Date | July 14, 2014 | (ex-ante) | (34 months) | | (56 months) |
| Project Cost | E/N Grant Limit / G/A Grant Limit: 851 million yen, Actual Grant Amount: 834 million yen | | | | | |
| Executing Agency | Department of Education, Youth and Sport, Phnom Penh Municipality (PPDoEYS) | | | | | |
| Contracted Agencies | Main Contractor(s): Deum Penh Construction Co., Ltd., Ly Chhuong Construction & Import Export Co., Ltd. Main Consultant(s): Mohri, Architect & Associates, Inc. Agent: Japan International Cooperation System | | | | | |

II. Result of the Evaluation

<Special Perspectives Considered in the Ex-Post Evaluation>

According to the ex-ante evaluation, the ex-post evaluation expected to be implemented 3 years after the completion. However, it was actually done 2 years after the completion due to the delay of the project.

1 Relevance

<Consistency with the Development Policy of Cambodia at the Time of Ex-Ante >

The project was consistent with development policy of Cambodia. "National Strategic Development Plan 2009-2013" set "capacity development and human development" as one of the important strategies and emphasized the importance of education. "Education Strategic Plan 2009-2013" aimed at "enhancement of quality and efficiency of secondary education" and specified the promotion of constructing new schools to strength equitable access to education.

<Consistency with the Development Needs of Cambodia at the Time of Ex-Ante >

The project was consistent with development needs of Cambodia. In Phnom Penh, the number of facilities for lower secondary education was lacked against the recent rapid population growth, and the number of students per class was 95.7, which significantly exceeded the national average of 61.5.

<Consistency with Japan's ODA Policy at the Time of Ex-Ante Evaluation>

The project was consistent with Japan's ODA Policy. "The Country Assistance Policy for Kingdom of Cambodia" (2012) set "promotion of social development", including "improvement of the quality of education", as one of the priority areas.

<Evaluation Result>

In light of the above, the relevance of the project is high.

2 Effectiveness/Impact

<Effectiveness>

The project objectives have been achieved. The capacity of the target 8 schools, namely the number of students received, increased from 5,236 in 2013 to 12,179 in 2020 (Indicator 1). The number of students per class in the target 8 schools decreased from 98 to 44.25 for the same period (Indicator 2). The level of student-class ratio reached the national standard of 40-50 students per classroom.

As for qualitative effects of the project, the educational environment has been enhanced after abolishing the three-shift system as can be seen by the longer teaching and learning hours and the fewer absentees and drop-out students. The 4 target schools which borrowed the classrooms have enough classrooms after the project.

<Impact>

The project has contributed to industrial human resource development since the project completion. The project has supported the development needs by providing the fundamental facility and equipment for the possible education process at the school level. The lower

secondary graduation and upper secondary enrolment rates have been achieving nearly 100%. The students' knowledge in science subjects have increased. This expects that the upper secondary graduates to enter the labor market or higher education in engineering fields will increase.

Other positive/negative impacts were not observed at the time of ex-post evaluation.

<Evaluation Result>

Therefore, the effectiveness/impact of the project is high.

Quantitative Effects

| Indicators | Baseline 2013 Baseline Year | Target 2020 2 Year(s) after Completion | Actual 2018 Completion Year | Actual 2019 1 Year after Completion | Actual 2020 2 Years after Completion | Source |
|--|--------------------------------|--|-----------------------------------|---|--|--------------------------------------|
| The capacity of the target 8 schools (no. of students) | 5,236 | 12,496 | 10,250 | 11,294 | 12,179 | Response to Questionnaire by PPDoeYS |
| The number of students per class in the target 8 schools | 98 | 72 | 40 | 44 | 44.25 | Response to Questionnaire by PPDoeYS |

3 Efficiency

Although the project cost was within the plan (ratio against the plan: 98%), the project period significantly exceeded the plan (ratio against the plan: 165%). The main reason was that local procurement procedure under the scheme of the Grant Aid for Community Empowerment had been new to the Cambodian side. It took time to review every contract and bidding documents, and sometimes required the translation into the national language. Therefore, the project efficiency is fair.

4 Sustainability

<Institutional/Organizational Aspect>

The existing organizational structure has managed to sustain the project effect by the time of ex-post evaluation. PPDoeYS oversees the Operation and Maintenance (O&M) of schools for Primary to Secondary levels, while students, teachers, and principals in target schools implement the daily O&M. In six of eight target schools, sufficient numbers of teachers have been assigned. In the other two schools, the number of teachers has not been sufficient due to the expansion of school enrolment boundary.

<Technical Aspect>

The technical knowledge about O&M of the school facilities and equipment installed by the project have been shared to the concerned staff through the distribution of the O&M Manual, which was produced by "the Project for Construction of Primary Schools in Phnom Penh" (2010, Grant Aid). Therefore, the target schools have been able to perform the routine O&M since the project completion. At the school level, the students and teachers have cleaned the classrooms and toilets every day.

<Financial Aspect>

The financial condition of the target schools has been secured by the allocated budget of the governments. This budget has been sufficient for the basic and routine O&M. In the case of large-scale maintenance, the schools need to request the external supports to the authorities such as the School Management Committee, the PPCA or the Ministry of Education, Youth and Sport (MoEYS). After receiving the budget support, each school needs to contract out with private contractors.

<Current Status of Operation and Maintenance>

The target schools have sustained appropriate O&M of the facilities and equipment installed by the project at the time of the ex-post evaluation. The facility and equipment have been in good condition and utilized in accordance with their intended purposes. The spare parts and consumables have been procured in a timely manner. The target schools have been also able to manage and fix the minor problems as in the case of clogging the drainage pipe.

<Evaluation Result>

In the light above, slight problems have been observed in terms of the institutional/organizational aspect. Therefore, sustainability of the project effects is fair.

5 Summary of the Evaluation

The project achieved the project objectives to improve learning environments through the enhancement of access to lower secondary education and the alleviation of overcrowded classrooms by expanding lower secondary schools. The project has contributed to industrial human resource development since the project completion. Regarding to the sustainability, although there had been slight problems in assigning sufficient number of teachers, the existing organizational structure has managed to sustain the project effect. As for efficiency, the project period significantly exceeded the plan.

Considering all of the above points, this project is evaluated to be satisfactory.

III. Recommendations & Lessons Learned

Recommendations to Executing Agency:

- The financial conditions of target schools have been improved in the last three year, and should be maintained by the PPCA and the MoEYS. The government expenditure has been reduced the less prioritized costs in the last two years during the COVID-19 pandemic. The schools at all levels have been completely closed until November 2021. After school re-opening, the target schools require budget for preparation, including O&M. Thus, the budget allocation from the PPCA to schools for O&M must be secured and/or shall be increased for emergency needs in 2022.

Lessons Learned for JICA:

- The project was the first project in Cambodia under the Grant Aid for Community Empowerment by Japan. Based on its implementation structure, the contractor was selected locally with the supports of the Procurement Agent. At the initial stage, the Agent Agreement must

be made between the Government of Cambodia and the Procurement Agent. During this process, it took longer time than expected for discussion and negotiation until the agreement was signed because Cambodian side was very skeptical with the agreement and took very detail points and wordings, and also required to translate into the national language. Furthermore, the procurement and bidding documents required checking by bureaucratic offices until the final approval by the Governor of the Phnom Penh Capital. Therefore, in case where the grant aid project is implemented under the new scheme, it is necessary for both JICA and recipient country to check the necessary process in advance when JICA conducts the preparatory survey or the outline design survey.



Chamroeun Phal School in Phnom Penh



Classroom in Chamroeun Phal School