

Republic of Guinea-Bissau

FY2017 Ex-Post Evaluation of Japanese Grant Aid Project

“The Project for Construction of Schools in Bissau”

External Evaluator: Hitomi Inagaki, TAC International Inc.

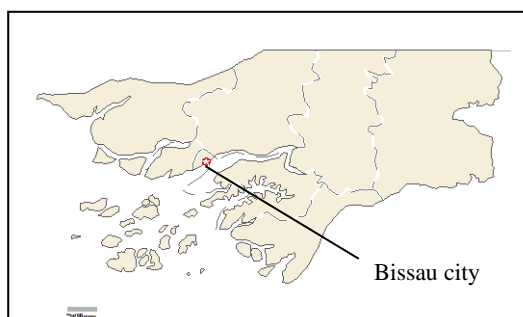
## 0. Summary

The object of this project was to improve student’s learning environment in Bissau city by constructing classrooms and improving educational furniture, thereby contributing to improvement of universal primary education, a policy goal of Guinea-Bissau.

This project was highly relevant to the Guinea-Bissau’s development policy that aimed at improving access to basic education and its development needs as well as Japan's aid policy. The number of classrooms and pupils achieves the quantitative index. It also contributes to the quality improvement of education, the sanitation awareness of the pupils, and the desire to attend school. Thus the effectiveness and impact are high. Although the project cost was lower than the plan, the project period exceeded the plan. Therefore, efficiency of the project is fair. Regarding the sustainability of operation and maintenance (O&M), there are no major problems with regard to technical aspects and financial aspects, but there are some problems regarding the structure of the Ministry of Education, the continuity of the school management committees (comités de gestão escolar, hereafter referred to as COGEs) and the status of O&M such as for the breakage of door handles and the use of toilets. Therefore, the sustainability of O&M is fair.

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

## 1. Project Description



Project location



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## 1.1 Background

Due to the civil war which continued from June 1998 to May 1999 after independence in 1974 and the coup d'état in September 2003, 80% of the economic and social infrastructure including educational institutions in Guinea-Bissau were destroyed. 18% of the population consisted of children aged 7 to 12 years old, which created the urgent need for reconstruction of education system to respond to increasing number of children. As of 2009, net enrolment rate<sup>1</sup> was about as low as 55% and poor learning environment such as schools operating three-shifts and use of many impromptu classrooms was also a problem.

Although Japan started grant aid cooperation to construct primary schools in Bissau city in 1997, it was disrupted due to the civil war in 1998. Pupils learned at barracks (a building with a straw wall and plastic roof), so there was an urgent need to improve learning facilities. Under these circumstances, in response to the request from the Government of Guinea-Bissau, the Government of Japan implemented the project through grant aid by building primary school classrooms including a soft component for school management.

## 1.2 Project Outline

The object of this project was to improve the learning environment in Bissau city by constructing classrooms and improving educational furniture, thereby contributing to improvement of universal primary education, a policy objective of Guinea-Bissau.

Grant Limit /Actual Grant Amount	998 million yen / 832 million yen
Exchange of Notes Date /Grant Agreement Date	February 2012 / February 2012
Executing Agencies	Ministry of National Education, Culture, Science, Youth and Sports(the name was changed to Ministry of National Education)
Project Completion	April 2014
Main Contractor(s)	Dai Nippon Construction Inc.

<sup>1</sup> The net enrollment rate is the number of enrolled pupils in the school-age group divided by the relevant age population. Source: [https://www.jica.go.jp/jica-ri/IFIC\\_and\\_JBICI-Studies/jica-ri/publication/archives/jica/kenkyu/95\\_22/02\\_02.html](https://www.jica.go.jp/jica-ri/IFIC_and_JBICI-Studies/jica-ri/publication/archives/jica/kenkyu/95_22/02_02.html) (2018/04/24)

Main Consultant(s)	Sekkei Keikaku Inc.
Basic Design	February – December 2011
Related Projects	<p>“Basic Education Support Project” (World Bank: 2005)</p> <p>“Project of rehabilitation of social facilities including primary schools” (European Union: 2004-2008) (Interruption)</p> <p>“Basic education Support project” (UNICEF: 2004-2008)</p> <p>“EDUCATION III” (Africa development Bank: 2007-2012)</p>

## 2. Outline of the Evaluation Study

### 2.1 External Evaluator

Hitomi Inagaki, TAC International, Inc.<sup>2</sup>

### 2.2 Duration of Evaluation Study

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

Duration of the Study: August 2017 – September 2018

Duration of the Field Study: November 18 – December 8, 2017, February 17-28, 2018

## 3. Results of the Evaluation (Overall Rating: B<sup>3</sup>)

### 3.1 Relevance (Rating: ③<sup>4</sup>)

#### 3.1.1 Consistency with the Development Plan of Guinea-Bissau

Education was considered the most important sector in *the Guinea-Bissau Poverty Reduction Strategy Paper* (PRSP<sup>5</sup>) revised in 2008, notably emphasizing the improvement of access to basic education. It was also mentioned that the net enrolment rate should be increased to 98% by 2015. The complete dissemination of primary education was also set to be a goal in *the Education Sector Development 10-Year Plan (2007-2017)*, formulated in line with the PRSP,

<sup>2</sup> Affiliation: Koei Research & Consulting, Inc.

<sup>3</sup> A: Highly satisfactory, B: Satisfactory, C: Partially satisfactory, D: Unsatisfactory

<sup>4</sup> ③: High, ②: Fair, ①: Low

<sup>5</sup> Formulated in 2006, Revised in 2008

and its medium-term plan, *Education Development 3-Year Plan (2011-2013)*.

Likewise, at the time of the ex-post evaluation, education is one of the priority areas in the national high-level development plan (*Terra Ranka*: adopted by 2015, target period: 2015-2020), aiming at strengthening the quality and capacity of primary education (including the construction of primary schools). In addition, although the latest PRSP (adopted in 2011) showed a certain improvement in the net enrolment rate, the improvement is said to be inadequate in view of situation where one-third of children (32.6%) have no access to primary education. In this document, it is confirmed that classroom construction and training for teachers are required for the goal of improvement of access to primary education.

Therefore, there is still a high need for improving access to primary education. This project is still highly consistent with the development policy of Guinea-Bissau at the time of ex-post evaluation.

### 3.1.2 Consistency with the Development Needs of Guinea-Bissau.

The classroom shortage was serious both quantitatively and qualitatively in primary education in Guinea-Bissau at the time of preparatory survey for construction plan of elementary schools in Bissau city in 2011 (hereinafter referred to as “preparatory survey”); the two or three-shift system was forced to be conducted due to the lack of facilities and classrooms for the number of children attending. The temporary and old buildings were remarkably damaged and deteriorated, which resulted in the necessity to urgently improve the learning environment.

According to the latest data of enrolment rate and retention rate from 2014-2015 at the time of ex-post evaluation, the enrolment ratio of EB2<sup>6</sup> (5<sup>th</sup> to 6<sup>th</sup> grades) in particular remain less than 90% although the data show gradual improvement compared to 2010 to 2011. (See Table 1). The retention rate of EB1 (1<sup>st</sup> to 4<sup>th</sup> grades) is about 20% which shows that there is still room for improvement.

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<sup>6</sup> EB1: The first cycles of basic education (1st – 4th grades). EB2: The second cycles of basic education (5th – 6th grades). EB3: the third cycle of basic education (7th – 9th grades)

Table 1: Gross enrolment rate and retention rate in Guinea-Bissau

	2009-2011	2012-2013	2014-2015
<b>Gross enrolment rate</b>			
EB1+EB2 (1 <sup>st</sup> grade– 6 <sup>th</sup> grades)	120%	122%	-
EB1 (1 <sup>st</sup> grade- 4 <sup>th</sup> grades)	142%	143%	167.7%
EB2 (5 <sup>th</sup> – 6 <sup>th</sup> grades)	73%	76%	87.5%
EB3 (Secondary)	55%	61%	62.5%
<b>Retention rate</b>			
EB1+EB2 (1 <sup>st</sup> grade– 6 <sup>th</sup> grades)	15.8%	20.4%	-
EB1 (1 <sup>st</sup> grade- 4 <sup>th</sup> grades)	16.8%	21.1%	19.42%
EB2 (5 <sup>th</sup> – 6 <sup>th</sup> grades)	11.9%	17.8%	17.1%
EB3 (Secondary)	17.2%	16.8%	20.1%

Source : Rapport du Resen Guinee Bissau 2015: p.27, 35. Interview survey for Ministry of Education for the data of 2014-2015.

In addition, it is confirmed that the situation is far from achieving universal primary education at the time of the ex-post evaluation because 23% of the total children in Guinea-Bissau do not go to school and 18% of children enrolled in school drop out before 6th grade<sup>7</sup>. The reason for the high dropout rate is that there are few schools with 5th and 6th grade courses; only 25% of the total schools have from the 1st to 6th grades in Guinea-Bissau country as a whole<sup>8</sup>. Moreover, a number of children outside Bissau city tend to transfer to Bissau city because the city has more schools with 5th to 6th grade courses than other regions. This increases the number of waiting children and overcrowded classrooms in the city. Therefore, the need was greatest for classroom construction to improve access to primary education.

Furthermore, the data of classrooms in 2014 to 2015 showed that 20% of the classrooms (272 out of 1,465 classrooms in the city) were categorized as “bad”<sup>9</sup>. Thus the need for improvement of the educational environment continues to be high<sup>10</sup>.

Therefore, this project is regarded to be highly consistent with the development needs in view of the educational environment in Guinea-Bissau, where there are overcrowded classrooms and

<sup>7</sup> *Guinea Bissau Education sector program*(Programme Sectoriel de l’Education de la Guinée Bissau): 2017, pp.10.

<sup>8</sup> *Guinea Bissau Education sector program*(Programme Sectoriel de l’Education de la Guinée Bissau):2017, pp.10.

<sup>9</sup> The status of classroom is evaluated as “good”, “normal”, and “bad”. “Good”: it is robust and no need to repair furniture and equipment. “Normal”: Repair is necessary but a little. “Bad”: Repair is largely necessary (Source: “*Quality of classroom 2012-2013*” from the data of Ministry of Education).

<sup>10</sup> Source: Results of the questionnaire from Ministry of Education.

the learning environment should be improved more.

### 3.1.3 Consistency with Japan's ODA Policy

“Basic education - Improvement of access and quality” is one of the priority issues in the TICAD IV<sup>11</sup> Yokohama Action Plan adopted in 2008, including “support for the construction and repair of school buildings and related infrastructure” which is consistent with the project. In addition, at the time of the preparatory survey, the project was regarded to contribute to “achievement of complete penetration of primary education”, one of the Millennium Development Goals. Furthermore, since Guinea-Bissau is one of the poorest countries and in the process of recovery from a civil war in 1998, this project is consistent with issues such as reducing poverty, peace building, and social development from the viewpoint of human security of Japan's ODA medium-term policy. In addition, the project is also positioned in "Poverty Reduction Program” for the country.

Based on these facts, the validity of cooperation for the primary education sector of Guinea-Bissau as Japan was recognized and it can be judged that consistency with this project's aid policy was high.

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)

### 3.2.1 Project Outputs

In the preparatory survey, 16 schools were selected as project sites in Bissau city. The table below shows a comparison between the plan and actual output of this project.

Table 2: School facilities and school furniture: comparison of plan and actual

①School facilities (Classrooms • Principal room • Toilets)

Site No.	Type		Classrooms		Principal room		Toilets	
	Existing	New	Plan	Actual	Plan	Actual	Plan	Actual
1	●		6	6	-	-	1	1
3	●		2	2	-	-	1	1
4	●		4	4	-	-	1	1
5	●		4	4	-	-	1	1

<sup>11</sup> Tokyo International Conference on African Development.

Site No.	Type		Classrooms		Principal room		Toilets	
	Existing	New	Plan	Actual	Plan	Actual	Plan	Actual
6*		●	12	0	1	0	1	0
7	●		10	10	-	-	1	1
8		●	12	12	1	1	1	1
9	●		3	3	-	-	1	1
10		●	9	9	1	1	1	1
11		●	12	12	1	1	1	1
12	●		12	12	1	1	1	1
14		●	4	4	1	1	1	1
15	●		9	9	-	-	1	1
16		●	12	12	1	1	1	1
17		●	10	10	1	1	1	1
20		●	9	9	1	1	1	1
Total			130	118 (12▼)	9	8 (1▼)	16	15 (1▼)

Source: Preparatory survey report P.32, documents provided by JICA.

\*Site No.6 was deleted because a landowner who had occupied the land at No.6 did not agree to construct a school building.

## ② School furniture

	Item	Plan		Actual
		Units (per room)	Total	Total
Classroom	Desk & Chair for two pupils	20	2,600	2,360
	Desk for teachers	1	130	118
	Chair for teachers	1	130	118
Principal room	Desk	1	9	8
	Chair	1	9	8
	Chair for visitor	1	9	8
	Locker	1	9	-

Source: Documents provided by JICA.



Inside a classroom (Site No.11)



Principal room (Site No.10)

One of the major changes from the plan was that school construction at site No. 6 was cancelled because the government of Guinea-Bissau was not able to secure its construction site. As a result, the number of schools decreased from 16 to 15 and the number of classrooms from 130 to 118<sup>12</sup>. The reason why the site No. 6 was not secured was because a traditional landowner who had occupied the land at site No.6 did not agree to construct a school building. Although the Ministry of Education repeatedly negotiated with the landowner to obtain consent, as well as tried to find an alternative site, they were unable to finalize the appropriate site<sup>13</sup>. This deletion of the site corresponds to the project policy in the preliminary survey, where the selection condition of the target site requires "Land ownership or use right can be confirmed in writing and there is no dispute over the land".

Regarding other changes, although several changes such as the position, specifications and standards of the building have been made due to technical reasons, there were no major problems for the following reasons: none of the changes had major influence on the output (change in placement); the changes were reasonable from technical aspect (they were made to improve workability, cost and function based on the results of the structural calculation study and the ground tolerance test); changes were made for the convenience of neighbouring residents (to secure access). These changes were also made with proper procedures with the approval of JICA.

Moreover, Guinea-Bissau government was required to remove existing temporary toilets and to fill in garbage within the site, and to install boundary signs (piles, etc.) and boundary walls. The defect inspection report conducted in 2015 indicates that construction of the outer fence, out of the load construction work on the side of Guinea-Bissau side, planned to be conducted<sup>14</sup> after the project, was partially implemented and thus the urgent installation was required. It is confirmed in ex-post evaluation that the government started to construct the outer fence in October 2017 and it was completed in February 2018.

#### ■ Soft components

The following activities were carried out as planned<sup>15</sup>, with the aim of properly maintaining and managing the facilities and furniture, and of strengthening the maintenance and

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<sup>12</sup> Due to this, direct construction cost reduced 49 million yen.

<sup>13</sup> Source: Documents provided by JICA and results of the questionnaire for Ministry of Education.

<sup>14</sup> At the time of defect inspection, three schools of sites No. 7, 10, and 12 were targeted for construction of the outer wall, none of which was installed. At the time of the ex-post evaluation, in addition to the above three schools, the outer walls were also installed at sites No. 11, 14, 15, 16, and 17 as well.

<sup>15</sup> Source: Interview survey for each school.



management capacity at the school level through the introduction and guidance of concrete methods related to maintenance and school beautification, a way of collecting expenses for maintenance and management expenses, procurement and management method of funds, etc.

(1) Strengthen capacity of parents associations, school staff, and local residents

- Preparation and distribution of school operation maintenance guidebooks.
- Establishment of Parents Association<sup>16</sup> at 7 new schools and reselection of Parents Association members at 8 existing schools.
- Establishment of “school management committees”<sup>17</sup> to promote maintenance activities at 15 target schools and establishment of “School Eco Club” with pupils as a leader, instructed by parents and school staff.
- Implementation of training on water and sanitation for members of “Water Sanitation Management Activity Group” at 15 target schools and training related to school hygiene and beautification for “School Eco Club” members.
- Representatives of the parents association in all 15 target schools attended a bookkeeping course for fund management and opened a bank account for managing funds of the activities. In addition, they completed the registration of the Ministry of Justice, which is a qualification necessary for funds for maintenance and maintenance, to establish the foundation for future fundraising activities, and devised a plan for fundraising activities for school management.

2) Strengthen capacity of Ministry of Education staff

- Conducted consultations on the necessity and role of school maintenance management for Ministry of Education’s Education System Research, Planning and Evaluation General Administration.
- Promoted staff of the Ministry of Education to participate in training of “transparency of fund management” and “maintenance and school beatification”<sup>18</sup>.

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<sup>16</sup> Parents of children attending school participants in the Parents association and it is operated by the representatives of the parents association. Parent association consists of chairperson, vice president, secretary general, and two other officers, and these officers are elected (source: documents provided by JICA).

<sup>17</sup> The school management committee consists of school officials (principal, teachers, faculty and staff) and representatives of the parents association. It is a mechanism for planning and systematic repairing of facility equipment which had been carried out ad hoc by Parents Association (source: documents provided by JICA). Although some schools had a parents association, such school management committee did not exist in Bissau city (source: the preparatory survey report).

<sup>18</sup> 2 staff from Ministry of Education and 1 from Education office of Bissau city participated in training of

Although one school has been deleted from the initial plan, the rest are largely as planned.

### 3.2.2 Project Inputs

#### 3.2.2.1 Project Cost

Although the project cost to Japan in the project was initially planned to be 998 million yen, it was reduced to be 929 million yen as the cancellation of No.6 was estimated to reduce the project cost of 69 million yen as mentioned in 3.2.1 Output<sup>19</sup>. In fact, the actual amount was 832 million yen, which was within the plan.

Regarding the project cost to the Guinea-Bissau side, 2 million yen was initially planned, while 6 million yen was actually used. The increase of the amount was due to additional arrangement since the ground at site was weaker than expected at the time of preparing and constructing the outer walls, and also due to raising the height of the wall higher than planned<sup>20</sup>.

In total, the actual amount was 838 million yen against the planned 931 million yen (90% of the plan). Thus the project cost was lower than planned.

Table 3 : Total project cost (million yen)

Item	Plan	Actual
Japan	929	832
Guinea-Bissau	2	6
Total	931	838

Source: Documents provided by JICA. Preparatory survey report P.62, Questionnaire for Ministry of Education.

#### 3.2.2.2 Project Period

The project period of this project was scheduled from February 2012 to January 2014 (a total of 24 months) including the detailed design and bidding period at the time of planning. However, the actual project period is from February 2012 to April 2014, which took 27 months to complete and handover. Thus the actual total project period exceeded the plan (113% of the

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transparency of fund, while 2 from Ministry of Education and 2 from Education office of Bissau city participated in “the training of maintenance and school beautification”. (source: documents provided by JICA)

<sup>19</sup> As the budget amount per school was not stated in the preparatory survey report and related documents, “construction cost per school”, “overhead cost per square meter” in the documents provided by JICA and a way of calculating general administrative expenses which is normally used when estimating construction work were used to estimate the budget. According to the estimate, the amount for cancelling site No. 6 is in total 69 million yen (Breakdown: 48.3 million yen in construction cost, 14.3 million yen in overhead cost (common temporary construction cost and on-site management fee), 6.4 million yen in general administrative cost).

<sup>20</sup> Source: Interview survey for Ministry of Education.

plan).

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

### 3.3 Effectiveness and Impacts (Rating: ③)

#### 3.3.1 Effectiveness

##### 3.3.1.1 Quantitative Effects (Operation and Effect Indicators)

With regard to two index set to measure the project effectiveness at the time of preparatory survey, the baseline values, the target values, and the actual values were compared as shown below in Table 4. Index 1 is the number of classrooms in the target schools, and index 2 is the number of pupils that can learn in a good environment.

Table 4 : Effectiveness Operation and effect indicators

Index	Baseline (2011-2012)	Target (2017)	Actual (2016-2017)	Accomplishment rate
		3 years after completion	3 years after completion	
1: Number of classrooms in the target schools	27(*1)	145(*2)	187	129%
2: Number of pupils that can learn in a good environment	2,160(*3) (40pupils×2shifts ×27classrooms)	11,600(*4) (40pupils×2 shifts ×145classrooms)	9,388(*5)	81%

Source: Documents provided by JICA.

- \*1: In the preparatory evaluation table, the number of classrooms at the target schools was 41, but this number includes existing schools that had been existed in the same village (which is not the project's target). If the classrooms of the target school only are counted, the standard value is 27.
- \*2: The target value of the indicator 1 was originally 171 (the baseline value 41 + 130 planned classrooms), but the baseline value is 27 as already mentioned in \*1, and as site no. 6 (12 classrooms) has been deleted, the target value is 145 (baseline value 27 + 118 planned classrooms).
- \*3: Although the standard value of index 2 was initially 3,200 (40 pupils × 2 shifts × 41 classrooms), because site No. 6 was deleted, it became 40 person × 2 shifts × 27 classrooms, the target value was 2,160 pupils.
- \*4: The target value of indicator 2 was initially 13,680 pupils (40 pupils × 2 shifts × 171 classrooms), but as No. 6 was deleted, the target value was changed to be 11,600 (40 pupils × 2 shifts × 145 classrooms).
- \*5: The basis for calculating the actual value of indicator 2 shall be the real number of the pupils (1<sup>st</sup> grade to 6<sup>th</sup> grades) using the classrooms of each school.

#### ① Indicator 1: Number of classrooms at the target school

In preparatory survey, the number of accommodated pupils per classroom was 40 pupils, based on the number of enrolled pupils at target school at the time of survey, assuming implementation of a two-shift schedule. The number of required classrooms was calculated from the estimated number of enrolled pupils at the scheduled completion of the classroom. The actual number of

classrooms at the time of the post-survey was 187, which exceeds the given target value. The reason for exceeding the target value is that new classrooms were built at 4 schools by parents' donations to the schools and by government subsidies<sup>21</sup>. Moreover, the 187 classrooms include classrooms that secondary pupils (7<sup>th</sup> to 9<sup>th</sup> grades) use.

② Indicator 2: Number of pupils who can learn in a good environment

The baseline value and the target value at the time of the pre-evaluation are calculated as 40 pupils per class × 2 shifts × number of classrooms. At the time of ex-post evaluation, the actual number of pupils using the new classrooms at each school was calculated from data of each school. At the time of ex-post evaluation, the degree of achievement of number of pupils is 81% compared with the target value, and it can be said that the target has been largely achieved. According to interviews with the Ministry of Education and the target schools regarding the factors that the number of pupils is not achieving the goal, parents were more likely to transfer their children to private schools where there is no strike because many public school teachers went on a strike and it was common that classes were not conducted<sup>22</sup>. However, in December 2017, the government of Guinea-Bissau agreed with the labour union on payment for teacher salary. For this reason the Ministry of Education expect that the strike will be reduced<sup>23</sup>. Another reason for the decrease of pupils is that the introduction of secondary education (7<sup>th</sup> to 9<sup>th</sup> grades) among secondary schools has been underway since 2015. Some schools have fewer pupils in primary education where tuition fee<sup>24</sup> is free of charge in order to increase pupils in secondary education as parents pay tuition fee to schools. 6 schools introduced a secondary school (site No. 3, 4, 7, 8, 12 and 6). The number of pupils including secondary pupils is 12,360 at 15 target schools (In this case, the accomplishment rate for the standard value for index 2 is 107%) .

### 3.3.1.2 Qualitative Effects (Other Effects)

The following four points were expected as qualitative effects at the time of project

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<sup>21</sup> 4 classrooms at site No.3, 7 classrooms at site No.4, 20 classrooms at site No.9, and 11 classrooms at site No.14 increased. (Barack type is not included in the number)

<sup>22</sup> One-third of the school days was cancelled due to strikes in 2016 and 2017 (UNCIEF Annual Report 2016: pp 1 and the interview of Ministry of Education) . The reason for the strikes is due to unpaid teacher salary and delay in payment.

<sup>23</sup> Source: Interview survey for Ministry of Education

<sup>24</sup> Parents pay 9,000CFA per child a year from 7<sup>th</sup> to 9<sup>th</sup> grades. 60% of the tuition fee goes to Ministry of Education and 40% is revenue for the school.

planning<sup>25</sup>.

- (1) Building a principal office room and warehouse will enable to properly store and utilize teaching materials and management documents.
- (2) Awareness of pupils' health and hygiene will be improved by gender-segregated toilets with hygienic environment. Environment for female pupils to use the toilet will also be improved.
- (3) Improvement of facilities with suitable school environments will enable to manage effective lectures, contributing to the provision of higher quality education.
- (4) Implementation of soft components will strengthen the maintenance and management system for facilities and furniture by school officials at the target schools.

For each point, the results of the investigation are described below.

**(1) Building a principal office room and warehouse will enable to properly store and utilize teaching materials and management documents.**

It was confirmed from the interview with the principals that building of a principal office room and warehouse is helpful to manage the teaching materials and documents. However, some indicated that “The room is too small and the storage space is insufficient”. As a countermeasure, some schools have newly constructed a statistics library room to secure a storage place (site No.15).

**(2) Awareness of pupils' health and hygiene will be improved by gender-segregated toilets with hygienic environment. Environment for female pupils to use the toilet will also be improved.**

The interview and the survey for parents and teachers show that most pupils are conscious of health and hygiene. To be specific, some mentioned the following: “Pupils mostly throw away garbage in the garbage can”; “Pupils wash their hands before and after meals or after toilet”, “Teachers explain the importance of cleanliness to pupils”. The pupil survey also shows that hygiene consciousness of the pupils is high, for more than 70% answered "always" or “almost always" for washing hands, and more than 80% answered for properly throwing garbage away (see Table 5 below).

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<sup>25</sup> Group interview was conducted to teachers, parents (or members of the committee) and a questionnaire survey was conducted to pupils in order to measure the qualitative effects. Teachers : 5 people×3 schools + 6 people × 1 school=21 respondents. Parents: 4 people×3 schools + 3 people × 1 school=15 respondents. Pupils: 25people×4 schools=100respondants (Male: 48, Female 52. 5<sup>th</sup> grades: 53, 6<sup>th</sup> grades: 47) .

Table 5 : Student's hygiene awareness (by sex) (Total 100, male 48, female 52)

	Always	Often	Sometimes	Seldom	Never	Always+Often TOTAL
<b>I wash hands after use.</b>	<b>67.5%</b>	<b>10.8%</b>	<b>4.8%</b>	<b>2.4%</b>	<b>14.5%</b>	<b>78.3%</b>
Male	71.8%	12.8%	5.1%	2.6%	7.7%	84.6%
Female	63.6%	9.1%	4.5%	2.3%	20.5%	72.7%
<b>I make sure to use the toilet cleanly.</b>	<b>51.3%</b>	<b>15.8%</b>	<b>15.8%</b>	<b>1.3%</b>	<b>15.8%</b>	<b>67.1%</b>
Male	59.5%	13.5%	21.6%	0.0%	5.4%	73.0%
Female	43.6%	17.9%	10.3%	2.6%	25.6%	61.5%
<b>I make sure to dispose of wastes properly.</b>	<b>67.1%</b>	<b>19.2%</b>	<b>5.5%</b>	<b>2.7%</b>	<b>5.5%</b>	<b>86.3%</b>
Male	69.4%	19.4%	5.6%	2.8%	2.8%	88.9%
Female	64.9%	18.9%	5.4%	2.7%	8.1%	83.8%

Source : Survey for pupils

**(3) Improvement of facilities with suitable school environments will enable to manage effective lecture, contributing to the provision of higher quality education.**

Classrooms constructed by the project are regarded with high esteem by teachers. Survey for pupils also shows a high satisfaction level for classrooms, where 90% or more of the pupils are satisfied with the number of pupils per classroom and the size of classroom (very satisfied + satisfied ratio) (see Table 6 below) .

Table 6 : Satisfaction for classroom among pupils by gender (Total 100, male 48, female52)

	Very satisfied	Satisfied	Dissatisfied	Very dissatisfied	Unknown	Very satisfied+satisfied
<b>Number of pupils in the classroom</b>	<b>80.0%</b>	<b>16.0%</b>	<b>2.0%</b>	<b>1.0%</b>	<b>1.0%</b>	<b>96.0%</b>
Male	77.1%	18.8%	0.0%	2.1%	2.1%	95.8%
Female	82.7%	13.5%	3.8%	0.0%	0.0%	96.2%
<b>Size of the classroom</b>	<b>62.0%</b>	<b>33.0%</b>	<b>2.0%</b>	<b>1.0%</b>	<b>2.0%</b>	<b>95.0%</b>
Male	56.3%	39.6%	2.1%	0.0%	2.1%	95.8%
Female	67.3%	26.9%	1.9%	1.9%	1.9%	94.2%
<b>Brightness in the classroom</b>	<b>45.0%</b>	<b>16.0%</b>	<b>19.0%</b>	<b>17.0%</b>	<b>3.0%</b>	<b>61.0%</b>
Male	45.8%	12.5%	16.7%	25.0%	0.0%	58.3%
Female	44.2%	19.2%	21.2%	9.6%	5.8%	63.5%
<b>Condition of desks</b>	<b>61.0%</b>	<b>21.0%</b>	<b>7.0%</b>	<b>4.0%</b>	<b>7.0%</b>	<b>82.0%</b>
Male	72.9%	22.9%	2.1%	2.1%	0.0%	95.8%
Female	50.0%	19.2%	11.5%	5.8%	13.5%	69.2%
<b>Condition of chairs</b>	<b>48.0%</b>	<b>21.0%</b>	<b>10.0%</b>	<b>4.0%</b>	<b>17.0%</b>	<b>69.0%</b>
Male	45.8%	22.9%	8.3%	8.3%	14.6%	68.8%
Female	50.0%	19.2%	11.5%	0.0%	19.2%	69.2%
<b>Overall satisfaction for classroom</b>	<b>54.0%</b>	<b>20.0%</b>	<b>16.0%</b>	<b>3.0%</b>	<b>7.0%</b>	<b>74.0%</b>
Male	56.3%	22.9%	12.5%	6.3%	2.1%	79.2%
Female	51.9%	17.3%	19.2%	0.0%	11.5%	69.2%

Source : Survey for pupils

Moreover, the development of the classrooms seems to contribute to quality education. According to an interview with teachers, the quality of lecture was improved because the voices from the next classroom are hard to hear so that pupils can focus on their lecture. It also enables the teacher's voice to be heard at the back of the classroom. Also, there was an opinion that a spacious classroom enables teachers to walk around in the classroom and observe each pupil more carefully. The pupils survey also shows that more than 80% of the pupils answered "it is easy to understand teacher's explanation" or "I can concentrate in the classroom" as "always" or "mostly", indicating that the learning environment for pupils is relatively good (see Table 7 below).

Table 7 : Satisfaction for lectures (Total100, male 48, female52)

	Always	Often	Sometimes	Seldom	Never	Always+Often TOTAL
Teacher's explanation is easy to understand	70.0%	18.0%	6.0%	3.0%	1.0%	88.0%
Material that teachers use is easy to understand	66.0%	17.0%	11.0%	0.0%	0.0%	83.0%
I can focus on lectures in my classroom	64.0%	18.0%	8.0%	1.0%	1.0%	82.0%

Source : Survey for pupils

#### **(4) Implementation of soft components will strengthen the maintenance and management system for facilities and furniture by school officials at the target schools.**

8 out of 15 target schools continue the activities of COGEs. It is considered that introduction

of the COGEs contribute to the maintenance and management system among these schools. (For details see section 3.4 sustainability).

### 3.3.2 Impacts

#### 3.3.2.1 Intended Impacts

At the time of project planning, the project was supposed to contribute to improvement of access to primary education and improvement of quality of education.

#### (1) Quantitative effects (Improve access to primary education)

##### ① Improvement of gross enrolment rate in primary education in Bissau city

At the time of preparatory survey, the gross enrolment rate from the 1<sup>st</sup> to 6<sup>th</sup> grades in Bissau city was 74.8%, while it increased to 117.5% according to the data from 2015 to 2016, by an increase of 42.7 points (see Table 8 below).

Table 8 : Gross enrolment rate<sup>26</sup> by region

State	A: Preparatory survey (2009-2010)	B: At the time of 1 <sup>st</sup> field study (2015-2016)	Difference of point(B-A)
Bissau(SAB)	74.8%	117.5%	42.7
Bafatá	96.8%	129.4%	32.6
Biombo	144.1%	243.0%	98.9
Bolama (Bijagos)	123.3%	147.9%	24.6
Cacheu	109.0%	172.0%	63.0
Gabú	76.6%	112.9%	36.3
Oio	76.4%	135.1%	58.7
Quinara	113.1%	169.7%	56.6
Tombali	116.2%	157.6%	41.4

Source : Preparatory survey report for the data in 2009-2010 and the data “Evolução TBS” from Ministry of Education for the data in 2015-2016.

#### (2) Qualitative effects (Improvement of quality of primary education)

##### ① Improve student motivation to go to school

According to the group interview for teachers and parents and the questionnaire for principals, this project contributes to pupils' motivation to go to school at all 15 target schools. Concrete opinions are the following: "This beautiful and robust classroom, not barracks, motivates

<sup>26</sup> The total enrollment rate is the number of enrolled pupils divided by the corresponding school-age population, and may exceed 100% if the enrollment student has spread beyond the official school age.  
Source: [https://www.jica.go.jp/jica-ri/IFIC\\_and\\_JBICI-Studies/jica-ri/publication/archives/jica/kenkyu/95\\_22/02\\_02.html](https://www.jica.go.jp/jica-ri/IFIC_and_JBICI-Studies/jica-ri/publication/archives/jica/kenkyu/95_22/02_02.html) (2018/04/24)



children to go to school"; "Construction of the school reduced the distance from home to school"; "It seems that especially younger children enjoy going to upstairs"; "Some pupils want to go to a Japanese school, which motivates them to study more". In addition, 90% of the pupils agreed with the statement "I am motivated to go to school by the classroom" in the questionnaire (percentage of "I really think so" + "I fairly think so"). Therefore, it is confirmed that the classrooms contribute to attendance of pupils in target schools (see Table 9 below).

Table 9 : Motivation to go to school by classrooms by gender (Total100, male 48, female52)

	I really think so	I fairly think so	I don't really think so	I don't think so at all	Really think so + fairly think so total
<b>Total</b>	<b>67.0%</b>	<b>29.0%</b>	<b>3.0%</b>	<b>1.0%</b>	<b>96.0%</b>
Male	70.8%	25.0%	2.1%	2.1%	95.8%
Female	63.5%	32.7%	3.8%	0.0%	96.2%

Source: Results of the questionnaire for pupils

### 3.3.2.2 Other Positive and Negative Impacts

#### ① Impacts on the Natural Environment

None.

#### ② Resettlement and Land Acquisition

No land acquisitions or resettlements took place as a result of the project implementation<sup>27</sup>.

#### ③ Unintended Positive/Negative Impacts

At the time of the ex-post evaluation, the Ministry of Education promotes the dissemination of COGEs, which were introduced in this project, to other schools in Bissau city. In addition, it is considered that there has been a certain ripple effect, since it considers multiple manuals prepared by donors, including manuals relating to school administration management created in this project, and the striving for unified manual creation. (Details are described below in section 3.4.1 Sustainability "Institutional / Organizational Aspect of Operation and Maintenance".)

From the above, this project has largely achieved its objectives. Therefore effectiveness and impacts of the project are high.

<sup>27</sup> Results of the questionnaire for Ministry of Education

### 3.4 Sustainability (Rating: ②)

#### 3.4.1 Institutional / Organizational Aspect of Operation and Maintenance

##### (1) Operation and Maintenance System in Ministry of Education

At the time of the ex-post evaluation, the Ministry of Education is trying to establish COGEs in collaboration with other donors<sup>28</sup> with the aim of promoting participatory management through the COGEs<sup>29</sup>. To be specific, the Ministry is attempting to manage to raise a budget for operation and maintenance in cooperation with the Treasury Department as well as create and disseminate uniformed manuals on school operation and maintenance. In 2014-2015, about 60% of all Guinea-Bissau adopt a COGE system (see Table 10 below).

Table 10 : Ratio of school with COGE by region

State	Number of school	Number of school with COGE	Ratio of school with COGE
SAB	172	31	18.0% <sup>30</sup>
Bolama(Bijagos)	71	35	49.3%
Bafatá	262	218	83.2%
Biombo	102	15	14.7%
Cacheu	299	190	63.5%
Gabú	233	176	75.5%
Oio	299	183	61.2%
Quinara	109	70	64.2%
Tombali	128	92	71.9%
Total	1675	1010	60.3%

Source : Results of the questionnaire for Ministry of Education

In the soft component, training guidance on maintenance management to the staff of the Ministry of Education was implemented, thus it was expected to operate a system where these staff who attended the training can give advice and guidance on repair of facility equipment in cooperation with the COGEs. However, in-service training for teachers or guidance such as training for newly hired teachers or principal were not implemented at the time of ex-post

<sup>28</sup> World Bank, United Nations Children's Fund (UNICEF), World Food Programme (WFP) etc.

<sup>29</sup> Source: a questionnaire and an interview for Ministry of Education.

<sup>30</sup> The reason that Bissau City has less schools with the COGEs is that there are much more private schools than other states, where there is no committee system (source: interview survey for Ministry of Education).

evaluation<sup>31</sup>.

## (2) Operation and maintenance system at 15 target schools: School management committees

### 1. Status of School Management Committee System

At the time of ex-post evaluation, it was confirmed that 8 schools had continued the activities of COGE among the 15 target schools, so the continuation rate of the activity is moderate (see Table 11). The post for the COGEs is chairpersons, vice-chairpersons, accountants and secretaries. The members consist of the principal, the vice principal, and the representative of the parents association.

Table 11 : Current situation of COGE at target schools

No.	Status	Current situation of activity
1	○	Meetings are held about once a month to 3 months. It is well operated.
3	○	A monthly meeting is held and the operation is good. They want to enrich student's teaching materials and to repair toilets, but they find it difficult to raise the amount of the donation from parents. The donation amount is 600,000 CFA (2017).
4	×	The committee does not function well. There is no donation from parents, but maintenance fees are covered by secondary education tuition fees
5	×	The committee has not worked since 2016. Now a newly arrived principal is appointed and is about to resume activities.
7	×	The committee has not functioned since 2015, but there are donations from parents. The donation amount is 2,220,000 CFA (2017).
8	×	Although the committee does not function, there are donations from parents.
9	○	They constructed a reservoir tank, using surplus surpassing payment of maintenance fee for salaries to cleaners and purchasing expenses for cleaning tools etc.
10	○	There is committee activity.
11	○	They installed electricity by donation from parents. Purchase of troubleshooting, cleaning tools, salaries of cleaners, etc. are covered by secondary school tuition fees. The donation amount is 1,440,000 CFA (2017).
12	○	They conduct meetings every three months. They purchased generators by donation, construct staff rooms and statistics materials rooms by donation. They will raise the amount of donation this year.
14	○	They conduct a monthly meeting. In addition to the funds paid by parents every month, they also collect temporary donations to prevent teacher's strikes. The donation amount is 300,000 CFA (2017)
15	○	They held a meeting irregularly. They bought chairs and electricity with donation from parents.
16	×	The income is covered by the tuition fee for secondary school, but the budget for maintaining and operation is insufficient.
17	×	Although the committee does not function, there are donations from parents.
20	×	The committee has not functioned since last year and there is no donation from parents.

Source: Interview survey for each school

Note: Regarding the amount of donation, only the schools where the answer was given are stated.

### 2. Reason for suspension of committee activities

<sup>31</sup> Although the Ministry of Education understand the importance of training for newly hired teachers, they have difficulty in conducting it due to the shortage of human resources and transportation.

Expiration of the COGEs members' term and the peculation of the COGEs' funds are mentioned as an immediate trigger for suspension of the activities. The following opinions are also presented: "I thought that we could receive more money from donors and the government at the time of the establishment, which was not the case<sup>32</sup>, so our motivation decreased"; "the members were busy"; "The amount of donation from the parents had been reduced, so there was low motivation among us". Thus the motivation and continuing intention of the members had declined in the first place. Figure 1 shows the reasons for the suspension of the activities.

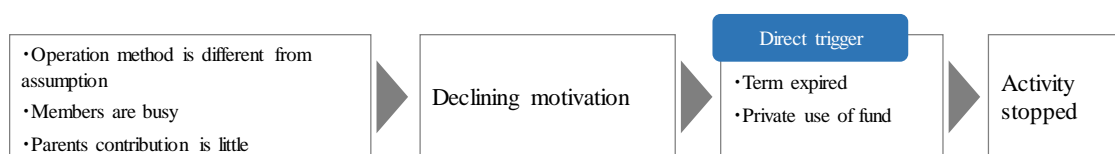


Figure1: Flow in which COGEs stop activity

Source: Created by author

### 3. Elements affecting the continuation of the school management committee

Regarding the eight items considered to be factors that affect the continuation of the COGEs<sup>33</sup>, Table 12 shows the comparison of the accomplishment rate between the continuing group and the discontinuing group.

Table 12: Achievement rate (by continuing group / discontinuing group)

Q no.	Item	Continuing(n=8)	Discontinuing(n=6)	Difference of points
Q4	Appropriate fund management	0.88	0.17	0.71
Q6	Understanding from the community	1.00	0.33	0.67
Q3	Maintain members' motivation	0.75	0.17	0.58
Q5	Third party feedback and auditing	0.50	0.00	0.50
Q2	Understand the importance of maintenance by members	1.00	0.83	0.17
Q8	Communication with other school committees	0.00	0.17	-0.17
Q1	Choose competent members	0.88	0.83	0.04
Q7	Sufficient donation from parents	0.00	0.00	0.00

Source: Interview in the 2<sup>nd</sup> field survey

※Sorted by descending order of difference of points.

<sup>32</sup> In fact, it was parents' contribution, not the fund from donors or Ministry of Education.

<sup>33</sup> Q1. Choose a competent member, Q2. Understand the importance of maintenance by members, Q3. Maintain member's motivation, Q4. Appropriate fund management, Q5. Third-party feedback and auditing, Q6. Understanding from the community, Q7. Sufficient donation from parents, Q8. Communication with other school committees. It is evaluated "1"(Conducted/Exist) or "0" (Not conducted/Not exist). Respondents are principals or deputy principals. Although the discontinuing group is originally 7 schools, respondents are 6 schools because there were no persons to know about the COGE at the time of the activity.

Factors with a larger difference between the continuing group and the discontinuing group are “appropriate fund management”, “understanding<sup>34</sup> from the community”<sup>35</sup>, and “maintenance of motivation for members”<sup>36</sup>. Regarding these three points, the remarks in the continuing / discontinuing group are summarized as follows.

① Appropriate fund management

Although the recognition that “donations from parents are inadequate” is common to both groups, the continuing group secures the transparency of funds and periodically checks bank accounts. Also, members of this group discuss and decide within members how to use funds (sites No.3 and No. 8). Meanwhile, the fund management in discontinuing group was not appropriate because members of the COGEs were often unable to agree on the use of funds; there was a private use of funds, and they did not know how to use the funds (sites No. 8, 17 and 20).

② Understanding /support from the community

In the continuing group, schools are more likely to obtain community understanding, partly because teachers live in the community. Moreover, they ensure transparency and foster trust and satisfaction by regular briefing session to the parents (sites No. 10, 12 and 15). Meanwhile, it is difficult for discontinuing group to gain understanding from the community. One reason is that many parents send their children go to private school, and thus few parents went to briefing sessions even if the school held them (site No. 4).

③ Maintenance of motivation for members

There was no difference between the continuing and the discontinuing groups in the degree of members comprehension on the importance of COGEs and ability. However, the discontinuing group had a higher expectation for obtaining management funds from the donors (e.g. JICA) and the government at the time of establishment of the COGEs, which was not the case. In fact,

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<sup>34</sup> It means the members of the community have a sense of "school is ours" and that they actively participate in school activities.

<sup>35</sup> The community here means the local residents within the same bairo including the parents of the school.

<sup>36</sup> A logistic regression analysis was conducted with Q1 to Q8 as dependent variables, and “continuing/discontinuing” as an independent variable. The coefficients were stated in the following in descending order of coefficients; Q6 (0.50), Q4 (0.43), Q3 (0.36), Q8 (0.21), and Q2 (0.14). (Q1 and Q5 were removed for internal correlation. Determination coefficient was 0.73 and p-value was 0.00562). It can be seen that the coefficients of “understanding from the community, appropriate fund management, member motivation” are higher than others and affect the maintenance of the COGEs.

it was the parents who were supposed to donate to the COGEs, not the donors nor government, which resulted in the reduction of motivation for school management among the members (sites No. 5, 7, 8 and 20). There is no such excessive expectation in the continuing group on the other hand. Regularly conducted meetings enable creation of a trust relationships among the members, and motivation is maintained by discussion on the current situation and points to be improved (sites no.1, 3, 10 and 11).

As mentioned above, while the direct reason for the suspension of the committee activities is that the members' expiry of service term, there are declines in the motivation of the members in the background. It was also found that the important factors for continuing the COGEs are the appropriate management of funds, understanding/support from the community, maintenance of motivation by members.

### (3) Operation and maintenance system at 15 target schools: School Eco Club

Four schools (sites No. 1, 3, 14 and 16) among 15 schools confirm the activities of the school Eco Club (hereafter referred to as Eco Club), which means there are more schools without activities. The schools with Eco Club have activities such as cleaning by pupils, watering in the garden, educational activities calling for prohibiting littering. In addition, teachers advised them on events and cleaning. Even where there is no Eco Club, there have been places where class representatives and student councils have taken the place of cleaning.

For items (1) to (3) above, although it can be evaluated that the Ministry of Education promote the establishment of the COGEs throughout Guinea-Bissau, it can be said that there are some problems in institutional / organizational aspect of the operation and maintenance as the following reasons: the committee's activity continuation rate at 15 target schools is about 50% and the school eco club's continuation rate is less than 30%.

#### 3.4.2 Technical Aspect of Operation and Maintenance

According to an interview survey to each school, sweepers employed at schools for full time clean a school on a daily basis. Schools call carpenters and technicians to repair in the need of repair learning facilities, or in the construction of water entrainment work and the water washing construction of toilets.

Regarding the school maintenance manual that was introduced by the project, among the responding schools, half of the schools utilize it (sites No. 1, 3, 7, 11 and 16)<sup>37</sup>, while the other half do not utilize it (site No.5, 8, 10, 12, and 20), so the utilization rate for manual is moderate. The manual is referred by mainly members of the COGEs when there is a breakdown and defects, and to confirm the method for cleaning the roof and the ceiling. They find the manual comprehensive and easy to understand.

Therefore, there is no major technological difficulty as daily cleaning is done every day, and repair and construction work is carried out as necessary by calling carpenters and engineers in the need of repair learning facilities. Therefore, there is no particular problem in the technology of operation and maintenance.

### 3.4.3 Financial Aspect of Operation and Maintenance

#### (1) Budget of Ministry of Education

The budget data of the Ministry of Education shows that the Ministry of Education's budget percentage of national budget from 2015 to 2017 is around 9%, and there is no big change compared with the proportion at the time of preparatory survey (2009 to 2011) (see Table 13 below).

Table 13 Percentage of Budget of Ministry of Education (Unit : 1,000CFA)

Section/Year	At the time of pre evaluation			At the time of post evaluation		
	2009	2010	2011	2015	2016	2017 (First half)
State budget	146,020	121,114	101,998	169,394	141,147	68,405
Budget of MoE	10,503	11,379	10,504	15,200	12,473	6,594
Percentage of MoE budget (%)	7.2%	9.4%	10.3%	9.0%	8.8%	9.6%

Source: Preparatory survey report: P. 21 and the data provided by Ministry of Education "Exec geral 2015-2017".

#### (2) School budget

Table 14 shows the information on latest financial situation of 4 schools. In each school, income is only contribution from parents. In schools with secondary education, 60% of the secondary education tuition go to income of the school<sup>38</sup>, which is devoted to cover the shortfall

<sup>37</sup> Other schools were unanswered.

<sup>38</sup> The remaining 40% goes to the income for Ministry of Education.

of the budget. In expenditure, it is used for personnel expenses of teachers and cleaners, and repair expenses of cleaning tools and facilities. They manage the fund well overall as expenditures are positive, except for one school (site No. 7).

Table 14 Budget of target school

(Unit : 1,000CFA)

School	site No.7	site No.11		site No.14			site No.20
Year	2017	2016	2017	2015	2016	2017	2016
Income from Ministry of Education	0	0	0	0	0	0	0
Contribution from parents	2,220	603	1,440	318	311	300	8
<b>Total revenue</b>	<b>2,220</b>	<b>603</b>	<b>1,440</b>	<b>318</b>	<b>311</b>	<b>300</b>	<b>8</b>
Personnel expenditure for Teachers	0	0	0	0	0	25	0
Personnel expenditure for other employees	0	360	100	0	0	0	0
Personnel expenditure for sweepers	540	90	90	0	0	15	0
expenses with cleaning materials	20	15	20	40	30	0	0
Repairs expenses	2,894	46	1,150	45	60	0	0
<b>Total of expenditure</b>	<b>3,454</b>	<b>511</b>	<b>1,360</b>	<b>85</b>	<b>90</b>	<b>40</b>	<b>0</b>
<b>Balance</b>	<b>1,234 ▼</b>	<b>93</b>	<b>80</b>	<b>233</b>	<b>221</b>	<b>260</b>	<b>8</b>

Source: Results of the questionnaire from each school.

For items (1) to (2) above, there are no major problems in the financial affairs of operation and maintenance.

### 3.4.4 Status of operation and maintenance

There was an odour problem at two schools (sites No. 3 and 16) at the time of defect inspection. No measures were taken to solve the problem at the time of the post-survey and those toilets have not been utilized. In addition to the above two schools, toilets were not used at the other three schools (sites No. 9, 12 and 14). According to the interview for teachers, reasons for not using the toilet are the

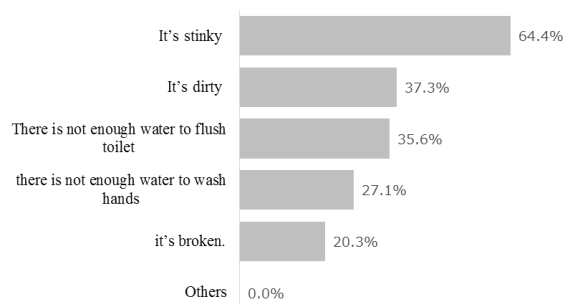


Figure 2 Reasons for not using toilets

(Respondents: those pupils who rarely use toilets or do not use at all. Multiple answer , n=59) .  
Source: survey for pupils



follows: “odour is strong because it is a direct pumping type” “it is dangerous as gas may be generated”; “it is hot”. Some schools receive advice from the Ministry of Health not to use the toilets because it might generate methane gas (site No.15). In the survey for pupils, more than half of the pupils stated smell as reason for not using toilets (see Fig. 2 below).

To encourage use of the toilets, several schools devised measures such as establishing covers, making toilet seats, making it a flush toilet, putting in a water pipe, and continuing to use by funds of the COGEs (sites No. 4, 8, 10, 15 and 20).



The toilet building developed by this project (Site No.17)

Toilet developed by this project (site No.20)

Besides the above, there were problems of the door handle being disengaged and the key being damaged in almost all school classrooms as pupils handle the doorknob roughly or play with it. Many schools where the keys of the doors were broken correspond to the installation of padlocks. Therefore, it can be said that there are some problems in the situation of operation and maintenance.

Some problems have been observed in terms of the institutional aspect and current status. Therefore sustainability of the project effects is rated as fair.

#### **4. Conclusion, Lessons Learned and Recommendations**

##### 4.1 Conclusion

The object of this project was to improve student’s learning environment in Bissau city by constructing classrooms and improving educational furniture, thereby contributing to improvement of universal primary education, a policy goal of Guinea-Bissau.

This project was highly relevant to the Guinea-Bissau’s development policy that aimed at improving access to basic education and its development needs as well as Japan's aid policy. The number of classrooms and pupils achieves the quantitative index It also contributes to the quality improvement of education, the sanitation awareness of the pupils, and the desire to

attend school. Thus the effectiveness and impact are high. Although the project cost was lower than the plan, the project period exceeded the plan. Therefore, efficiency of the project is fair. Regarding the sustainability of operation and maintenance (O&M), there are no major problems with regard to technical aspects and financial aspects, but there are some problems regarding the structure of the Ministry of Education, the continuity of the school management committees and the status of O&M such as for the breakage of door handles and the use of toilets. Therefore, the sustainability of O&M is fair.

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

## 4.2 Recommendations

### 4.2.1 Recommendations to the Executing Agency

#### (1) Approach to continue activities of the COGEs

##### Support at the timing when the term of membership expires

According to the interview, members of the COGEs are likely to stop their activity when the term of membership expires. Also, the COGEs installation manual does not have a statement on the procedure for the selection of successor members of the COGEs. As an effort to prevent the suspension of activity due to this, the staff of the Ministry of Education need to support the COGEs just before the end of the term of membership and urge to hold a meeting for a new personnel selection. Also, staff of the Ministry of Education need to ask the members of the COGEs (principal etc) to see how the activities proceed or if any problems occur, and check on how to use the funds to prevent the COGEs from being suspended.

#### (2) Management Committee Initiatives to improve the quality of activities

##### Implementation of fund management training for members of COGEs

The Ministry of Education is currently attempting to acquire budget for COGEs dissemination and unifying school management guidelines. In order to maintain the COGEs, it is important to strengthen knowledge and management of funds as well as financial aspects and institutional aspects. For this reason, a training on bookkeeping and use of excel, and an example of fund use to the staff of the COGEs periodically or at the beginning of school year is hoped to be conducted mainly by the staff of the Directorate General of research, planning and evaluation of education system.

##### Construct and strengthen school audit system

As an effort to prevent illegal problems such as private use of school funds by COGEs members, the idea of social audit would be effective, where thorough sharing of information on school administration funds, all the stakeholders know all information on operation management concerning donations and subsidies<sup>39</sup>. For this reason, a briefing session on investment management between school administration officials should be held to inform the auditing matters such as donations from parents and subsidies from the government in advance, and then, on a regular basis, it is hoped that a meeting to explain the status for fund operation will be held. By doing this, it is possible to create pressure such as “It is audited by the residents (all concerned parties)”, and it will be possible to prevent fraud by the individual members of the COGEs in advance.

#### Create opportunities to interact with school management committees of other schools

As one of the measures to motivate the members of the COGEs, which influence the continuity of the activities, COGEs meet each other for each bairo (village) where there is a school in addition to existing regular meetings within members of a school<sup>40</sup>. According to the survey, it is confirmed that each school hopes for exchanging information with other school’s members such as improvement of toilets, and for discussing countermeasure to student’s problem behaviour and method of funds management etc as a reference of examples or good practices of other schools. The COGEs members of 15 target schools mainly can serve as the chairperson school and have an opportunity to meet with members in the same barrio regularly (e.g. once every 2 to 3 months).

#### 4.2.2 Recommendations to JICA

None

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<sup>39</sup> This is called “community audit” or “social audit”, which is introduced by school project in Niger. Source: [https://www.jica.go.jp/project/niger/002/materials/ku57pq00002akd3s-att/commentary\\_02.pdf](https://www.jica.go.jp/project/niger/002/materials/ku57pq00002akd3s-att/commentary_02.pdf) (2018/4/20). The World Bank defines School Social Audit as “a process of measuring and appraising various aspects of school management through the direct participation of and interaction between school stakeholders”. Source: [http://siteresources.worldbank.org/EXTSOCIALDEVELOPMENT/Resources/244362-1193949504055/4348035-1352736698664/Nepal-School\\_Social\\_Audits-FAQ.pdf](http://siteresources.worldbank.org/EXTSOCIALDEVELOPMENT/Resources/244362-1193949504055/4348035-1352736698664/Nepal-School_Social_Audits-FAQ.pdf)(2018/4/20).

<sup>40</sup> In case of those schools without COGEs in a bairro, the school administrators such as the principal of the school and the executive of the parents' association can participate in the joint meeting, which can promote establishing the COGEs in the school in the future .

### 4.3 Lessons Learned

#### Enhancement of school involvement by the community since inception

The understanding and support from the community have a great influence on the maintenance of the COGEs. For this reason, when introducing the COGEs by soft component at the time of school construction, a briefing session to the community should be held in a community where there is a school since inception of COGEs with cooperation of Japanese side and the Ministry of Education in order to establish the COGEs smoothly, and it is also important to show the importance of school management, which can result in pupils' learning in a good environment. In doing so, the project can obtain understanding and support from the community, laying the foundation for future school management. In addition, briefing sessions on the use of funds periodically (once every three months, once every half year, etc.) for the parents can be conducted by the members of COGEs in a community after its establishment. One idea is to make opportunities where schools clean the school with local residents periodically. By strengthening cooperation between the school and the local residents including parents in this way may contribute to, improvement of motivation of the members and sustainability of the activities where they recognize to obtain understanding and support from the community as well as facility improvement by mobilizing community resources.

End