

Country Name	<b>A project of Primary School Construction (Phase IV)</b>
Burkina Faso	

**I. Project Outline**

Background	In Burkina Faso, the “Ten-Year Basic Education Development Plan (Plan Décennal de Développement de l’Éducation de Base: PDDEB)” (revised in 2007) was implemented, aiming at “quantitative expansion of education” as one of the four major goals. While the gross enrollment rate drastically increased from 44.3% in 2000 to 72.3% in 2007, and the number of teachers increased by 8.8% in 2007, the number of classrooms was far below the need and demand. A majority of classrooms were very crowded by over 100 pupils per room and the quality of classrooms was very low, made of the straw-thatched roof and sun-dried bricks, and lacking necessary school furniture. Although new classroom constructions and renovations had been underway, the achieved number was limited to 1,500 per year against the annual target of 2,013 new constructions and 250 renovations		
Objectives of the Project	To provide a better learning environment for pupils and teachers at targeted primary school in 5 provinces of Yatenga, Boulkiemdé, Kouritenga, Boulgou and Sanmatenga, by constructing school facilities, procuring classroom furniture and educational materials, and installing wells as well as providing technical assistance on operation and maintenance of the wells, thereby contributing to improvement in the quality of primary education in Burkina Faso.		
Contents of the Project	<ol style="list-style-type: none"> <li>1. Project Site: 5 provinces (total 68 schools)            LOT1: Boulkiemdé (18 schools), Kouritenga (14 schools), Boulgou (8 schools)            LOT2: Yatenga (28 schools)            Additional procurement of classroom furniture: Sanmatenga (7 schools), Boulkiemdé (5 schools)</li> <li>2. Japanese side           <ul style="list-style-type: none"> <li>- Construction of classrooms, headmaster room, toilets, etc.</li> <li>- Procurement of school furniture and educational equipment</li> <li>- Technical assistance (soft component) for the institutionalization of the community for operation and management of school water well.</li> </ul> </li> <li>3. Burkinabe side:            Removal of existing buildings and obstacles</li> </ol>		
Project Period	E/N Date	April 2, 2009	Completion Date <sup>1</sup> December 20, 2016 (the date of final handover)
	G/A Date	April 2, 2009	
Project Cost	E/N Grant Limit / G/A Grant Limit: 998million yen, Actual Grant Amount: 991million yen		
Executing Agency	Ministry of National Education, Literacy and Promotion of National Languages (MENAPLN: Ministère de L’Éducation Nationale, de l’Alphabétisation et de la Promotion des Langues Nationales) Directorate General of Sector Study and Statistics (DGESE: Direction Generale des Études et des Statistique Sectorielles) (The Ministry of Basic Education and Literacy/ Directorate of Study and Planning was renamed the Ministry of National Education and Literacy, known as Ministère de l’Éducation Nationale et de l’Alphabétisation (MENA) in January 2011. And MENA was renamed MENAPLN in January 2019)		
Contracted Agencies	Main Contractor(s): 17 local construction companies and 6 furniture companies Main Consultant(s): Fukunaga Architects-Engineers Agent: Japan International Cooperation System (JICS)		

**II. Result of the Evaluation**

## &lt;Constraints on Evaluation&gt;

17 schools in Boulkiemdé, Kouritenga, and Boulgou out of 68 target schools were selected for the ex-post evaluation survey. As the closure of most schools and displacement of teachers occurred in the second-batch schools in Yatenga due to the security situation, the ex-post evaluation survey was not able to cover them in order to collect information.

## &lt; Special Perspectives Considered in the Ex-Post Evaluation &gt;

Changes entailed in the target year, output and outcome by the actual project period

As this project was implemented through “Grant Aid for Community Empowerment” in Burkina Faso for the first time, there were trial-and-error processes of construction control and liability concern over main contracts of local construction and furniture companies. It took a long time for the final clearance. Since the project period was eventually extended to the end of the year 2016 from the original target year of 2011, this ex-post evaluation set the target year of 2019. On the other hand, there was increase in the outputs of one additional construction of a school and, procurement of furniture for 12 schools (by using the accrued remainder in the Grant Aid for Community Empowerment). As such, the achievement level of the project objective was verified in consideration of the additional outputs.

**1 Relevance**

## &lt;Consistency with the Development Policy of Burkina Faso at the Time of Ex-Ante and Ex-Post Evaluation&gt;

The project has been consistent with Burkina Faso’s development policies that prioritize the promotion of the learning environment in basic education. The notion has been remained highlighted from the “10-year Basic Education Development Plan (PDDEB)” (2000-2009) to “Program of Strategic Development of Basic Education (PDSEB)” (2012-2021). At the time of the ex-post evaluation, the “National Programme of Economic and Social Development (PNDES)” (2016-2020) stated that the improvement of the quality of Basic Education and the reform were key challenges in the education system. Also, the “Sectorial Plan for Education and Training (PSEF)” (2017-2030), addresses to improve access of all in order to realize the improvement of quality and disparities in basic education.

<sup>1</sup> December 20, 2016 (the date of final handover) set as Completion Date, but the month for starting operation is December 2015

<Consistency with the Development Needs of Burkina Faso at the Time of Ex-Ante and Ex-Post Evaluation >

The project has been consistent with Burkina Faso’s development needs of a better learning environment in basic education. There have always been outstanding needs for classroom provision and a better learning environment along with the number of children increase. Further, it was not only the physical expansion of the system through construction of new and equipped classrooms, but it was also to expedite the standardization of multi-grade classrooms and the suppression of biennial enrollment in some three-classes schools. The needs remained high by the time of the ex-post evaluation.

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

The project was consistent with Japan’s ODA policy towards Burkina Faso. As a result of the bilateral policy dialogue between Burkina Faso and Japan in 2007, it concluded to assist the implementation efforts of the three priority areas addressed in the Poverty Reduction Strategy Paper that included improvement of basic education<sup>2</sup>.

<Evaluation Result>

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

2 Effectiveness/Impact

<Effectiveness>

The project achieved its objectives at the time of ex-post evaluation. For 68 target schools in the five target provinces, 237 classrooms were newly constructed by the project. The total number of solid classrooms dramatically increased to 326 for 68 target schools at the time of project completion from 89 for 67 target schools at the time of ex-ante evaluation. In addition, 61 teacher housings, 79 latrine blocks and 17 deep wells were constructed and school furniture, such as desks and chairs for students were procured by the project for the target schools in order to improve the school environment.

As a result of field survey covering 17 out of the 68 target schools in the three provinces of Kouritenga, Boulgou, and Boulkimpé for the ex-post evaluation, all 51 classrooms in the schools surveyed were fully functional, so were latrine blocks, teacher housing, and deep wells. Furthermore, in most of the surveyed schools, procured school furniture has been fully utilized. Even some furniture must have been repaired by the communities as some desks and chairs seemed welded. According to interviews with communities for the target schools surveyed, the project has contributed to improving the hygiene status of the target schools and the health status of the pupils. Toilets constructed by the project have been used properly by pupils and cleaned by themselves on a regular basis. Also, according to 7 schools provided a deep well at its site, safe and sanitary water has been provided to pupils and people in the communities as planned.

<Impact>

The project has contributed to the improvement of accessibility to primary education in the target provinces. The number of pupils of the 17 target schools surveyed has had more than doubled as increased from 2,679 in 2008 to 5,510 in 2019. Also, the project contributed to improving the quality of education at the surveyed primary schools. The number of teachers in the 17 target schools surveyed almost doubled from 53 in 2008 to 112 in 2019. Despite the notable increase in pupils, the pupil-teacher ratio has improved from 51 in 2008 to 49 in 2019 although it was slightly worsened to 60 for a two-year period after the completion of the project. In addition, there was no resettlement and land acquisition by the project so that no issue raised in this regard. And there was no negative impact observed at the time of ex-post evaluation.

<Evaluation Result>

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

<Quantitative Data>

Indicators	Baseline 2008 Baseline Year	Target 2011 3 year after Completion	Actual 2016 Completion Year	Actual 2017 1 Year after Completion	Actual 2018 2 Years after Completion	Actual 2019 Ex-post evaluation
Indicator 1 Number of solid classrooms	89	290* (201 newly constructed)	326**	N/A	N/A	N/A

Source : Ex-Ante Evaluation Sheet (JP), Preparatory Survey Report (EN), data provided by, the answered questionnaire by MENAPLN

Note 1\*: The original target value of 290 was based the number of existing classrooms (89) as of 2008 and the number of classrooms to be newly constructed by the project (201) for the 67 target schools at the time of the ex-ante evaluation

Note 2\*\*\*: The total number of classrooms for the 68 target schools includes 89 existing classrooms before the project and 237 new classrooms constructed by the project.

3 Efficiency

Although the outputs were produced more than the plan, and the project cost was within the plan (ratio against the plan: 99%), the project period exceeded the plan (ratio against the plan: 361%) as mentioned in the “special perspectives” above that it took so much time for construction and liability control of main contracts until the final clearance. Therefore, the efficiency of the project is fair.

4 Sustainability

<Institutional Aspect>

Throughout the implementation of the project to the ex-post evaluation study, the established organizational unit remained to be in charge of maintaining the effects of the project in the governing structure of the basic education sector. Despite the administrative reforms and restructure, the DGESS/MENAPLN has held responsibility for the sectoral policy and supervised all the actors at the central, devolved and decentralized levels and the commune level in the sector. For the matter, the Monitoring Service for the Realization of Educational Infrastructures (SRIE) has been put in place at the central level. Furthermore, the Regional Directorate of Primary, Preschool and Non-Formal Education (DREPPNF), the Provincial Directorates of Primary, Preschool and Non-Formal Education (DPREPPNF) and Chief of Basic Education District (Circonscription d’Éducation de Base: CEBs) have served the sector at the devolved level. At the decentralized level, the MENAPLN has directed to transfer resources to the commune, it has come to play a major role and held due responsibilities in terms of O&M with shared ownership of the school facilities. Community people are deemed to become the main actor in the maintenance and

<sup>2</sup> Ministry of Foreign Affairs, “ODA Country Databook” (2007)

operation of school facilities in general in the governing structure at the time of the ex-post evaluation.

<Technical Aspect>

As it was not required that new skill sets be acquired for O&M for school facilities, the staff at the central level have perceived that they received appropriate training to strengthen their skills. Notably, the SRIE officers have developed skills and technical knowledge to properly supervise and maintain school facilities through training of the technical monitoring of the implementation of educational infrastructures and the harmonization of practices. However, at the decentralized level, particularly the commune level, although the capacity development program of the project made available to sensitize the maintenance of school boreholes, mainly due to the lack of sufficient funding and guidance, the local committees have not functioned as expected to ensure the management and maintenance of deep wells.

<Financial Aspect>

According to the survey result, the DGESS/MENAPLN has not provided government resources to the target schools in order to practice the O&M activities. In recent years, the jurisdiction of resource mobilization and disbursement for the O&M have been devolved to be managed by the communes through the Parents' Associations (APE), the Associations of the Mother Educators (AME) and the School Management Committees (COGES). According to the data of the 17 target schools surveyed, the data of the annual budget for O&M of the schools were available for 12 schools and it varied from 20,000 FCFA to 175,000 FCFA in 2018. The 14 schools with the data of average income from community contribution (APE, AME, and COGES) and school fees varied widely from 180,000 FCFA to 970,000 FCFA in 2018. These groups have been entitled to collect contributions and fees from parents and communes to ensure the O&M of school facilities. However, the traceability of their booking has been questionable, and collective management has not yet been totally transparent.

<Current Status of Operation and Maintenance>

School facilities were fully functional and mostly maintained well in the 17 surveyed schools at the time of the ex-post evaluation. Similarly, the furniture and boreholes were in good condition for the most part. However, maintenance activities by communes deemed to be spontaneous and they have not followed the preplanned maintenance schedule. It should be noted that additional security measures were taken in most schools, such as welding padlock hooks to the doors and narrowing the opening of a window to prevent intrusion.

<Evaluation Result>

Therefore, the sustainability of the project effect is fair.

5 Summary of the Evaluation

The project achieved its objective to provide well-built classrooms and a better learning environment, thus, to enhance the quality of education. As for sustainability, there have remained some technical issues to be improved in management at the commune level. Also, the necessary budget has not been sufficiently ensured the management and O&M for school facilities at the commune level. As for efficiency, the project period considerably exceeded the plan.

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

### III. Recommendations & Lessons Learned

Recommendations for Implementing Executing Agency:

- (DPPEPPNF, CEB)  
In order to improve the operation of borehole management and maintenance committees in the target schools, they need to examine the members' activity records. In case that some members are no longer active at all to the extent of being unknown among teachers, or even already left from their villages, they must reestablish the management committee with new elected members. On the basis of the renewed committee with active members, they need to sensitize them on the management of school boreholes using the manual and /or guideline developed by the consultant of the project in 2018. Also, it is important to bring the committee to share the rules and regulations for the use of water from school boreholes with all people in the community, and then let the committee manage the funds in a transparent way so as not to lose the confidence of people in the community.
- (DGESS/MENAPLN)  
In order to ensure the financial condition of the commune so that the effects of the project continue onward, DGESS should duly disburse SRIE resources for the monitoring/supervision of schools to help local communities save on expenses related to the maintenance of school facilities and equipment.

Lesson learned for JICA:

- As many communes have reinforced the security mechanism of the doors by welding hooks on both sides of the entrance doors to be able to close with padlocks. The reinforcement of safety was needed as ordinary locks are spoiled quickly by pupils. With the hooks on both sides, even if the lock which is the first security mechanism is spoiled, it is still possible to close with the padlock that has, according to communities, longer life than the lock. According to teachers and communes, the lock provided by the project had a shorter life span than the device with a padlock. Also, the communities have welded the casements of the windows to allow only to open the windows at the level of the shutters. To prevent forced entry and stealing properties inside of the classroom or the office, it is indispensable to select the proper type of window, even at the expense of good ventilation. Therefore, deliberate security consideration and discussion with the implementation agency and the related organizations in the recipient country at the time of a preparatory survey is desirable for a country with a serious local safety issue.



Classroom storefront, School of Salbisgo Mixed,  
Basic Education District of Ramongo



Latrine at the school of Lelkom, Basic education district of Andemtenga I