Republic of Guinea

FY2023 Ex-Post Evaluation Report of

Japanese Grant Aid Project

"Le Projet de construction d'écoles primaires et de collèges en zones urbaines Phase II"

External Evaluator: Mr. Koichiro Ishimori, Value Frontier Co., Ltd

0. Summary

The objective of this project was to resolve classroom shortages by constructing primary and secondary school buildings and procuring school furniture in Conakry City, thereby contributing to improving access to and the quality of primary and secondary education in the city. The project was relevant to the development policies and needs at the time of both ex-ante and ex-post evaluations, and the project plan was appropriate as well. The project's coherence with Japan's development cooperation policies at the time of ex-ante evaluation, as well as internal and external coherence at the time of both ex-ante and ex-post evaluations, were confirmed; therefore, its relevance and coherence are high. The project outputs were almost as planned, with a few exceptions on the Guinean side, and both the project cost and period were within the plan. Therefore, efficiency of the project is very high. The operation and effect indicators of ①, ②, and ④ were mostly achieved, and the indicator of ⑥ was achieved. Although the indicators of ③ and ⑤ were not achieved, the objective of this project, reducing the average number of students per classroom, was achieved to some extent. Furthermore, impacts such as improvements in educational and teaching environments for students and teachers and students' equitable participation in social activities were realized. As the planned effects were mostly realized through implementing the project, the effectiveness and impact of the project are high. Some issues have been observed in the institutional/organizational, financial, and environmental and social aspects including the current status of operation and maintenance, and they are not expected to be resolved. Therefore, sustainability of the project effects is moderately low. In light of the above, this project is evaluated to be satisfactory.

1. Project Description

Project Location
(Source: Made by the external evaluator)

Constructed school building
(Source: Taken by the external evaluator)

1.1 Background

Sustainable Development Goal 4 aims to ensure inclusive and equitable quality education and promote lifelong learning opportunities for all. By 2030, all girls and boys should receive completely free primary and secondary education. Although the gross enrolment ratio of primary and secondary schools increased from 70.3% in 2001 to 84.5% in 2015 and from 22.7% in 2001 to 38% in 2014, respectively, the goal is still not met. Therefore, facilities for basic education need to be developed and expanded.

1.2 Project Outline

The objective of this project was to resolve classroom shortages by constructing primary and secondary school buildings and procuring school furniture in Conakry City, thereby contributing to improving access to and the quality of primary and secondary education in the city.

Grant Limit / Actual Grant Amount	1,913 million yen / 1,799 million yen
Exchange of Notes Date / Grant Agreement Date	October 2017 / October 2017
Executing Agency(ies)	National Service for School Infrastructure and Equipment (hereinafter referred to as SNIES) at Ministry of Pre-University Education and Literacy (hereinafter referred to as MEPU-A)
Project Completion	December 2019
Target Area	Conakry city
Main Contractor(s)	Toda Corporation
Main Consultant(s)	Yachiyo Engineering Co., Ltd
Preparatory Survey	October 2016 to October 2017
Related Projects	"Elementary School Construction Project (I) (II) (1999)" "Elementary School Construction Project in the Conakry City (I) (II) (2002 and 2003)" "Elementary and Middle School Construction Project in the Urban Areas (2008)"

2. Outline of the Evaluation Study

2.1 External Evaluator

Koichiro Ishimori, Value Frontier Co., Ltd

2.2 Duration of Evaluation Study

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

Duration of the Study: November 2023 to January 2025

Duration of the Field Study: April 13, 2024 to April 25, 2024, and June 10, 2024 to June 14, 2024

3. Results of the Evaluation (Overall Rating: B[1])

3.1 Relevance/Coherence (Rating: ③[2])

3.1.1. Relevance (Rating: ③)

3.1.1.1 Consistency with the Development Plan of Guinea

The national development plan at the time of ex-ante evaluation, *the Strategy of Post-Ebora Socio-Economic Recovery 2015–2017*, aimed to build classrooms as part of one of its eight priority issues, Education, considering that an overcrowded classroom environment could cause the spread of infectious diseases. The subsequent *National Plan of Economic and Social Development 2016–2020* that was made after the plan also attempted to expand universal education from primary to secondary education as part of one of its four priority issues, Human Capital. Furthermore, *the Education Sector Program 2015–2017* attempted to build 3,701 and 869 classrooms nationwide at public primary and public secondary schools, respectively, and mentioned the cooperation of JICA in the program. This project aimed to construct primary and secondary school buildings and procure school furniture in Conakry City and was mentioned in the program; and thus it is judged that the project was consistent with the development policy at the time of ex-ante evaluation.

At the time of ex-post evaluation, *the National Plan of Economic and Social Development 2021–2025*, the national development plan included Strengthening Development of Human Capital as one of its four primary issues, aiming to continuously expand primary and secondary education. Furthermore, *the Guinea 10-Year Plan of Education 2020–2029* aims to implement large-scale construction plan for primary schools, considering particularly the need for new construction and classroom expansion to eliminate educational disparities. This project aimed to construct primary and secondary school buildings and procure school furniture in Conakry City; thus, it is judged that the project is consistent with the development policy at the time of ex-post evaluation.

3.1.1.2 Consistency with the Development Needs of Guinea

At the time of ex-ante evaluation of the project, the gross enrolment ratio for primary and secondary education had been increasing. However, classrooms had become severely overcrowded because school facility construction had not kept pace with the population influx and the accompanying increase in students in the city. In particular, the average number of students per classroom at primary and secondary school on the Ratoma and Matoto communes, which this project targeted, had approximately 116 and 125 students, respectively, significantly exceeding the national standard of 48. Consequently, many schools had two shifts, and school hours for students were insufficient. Furthermore, there had been public primary and secondary

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

[2] ④: Very High, ③: High, ②: Moderately Low, ①: Low

schools renting classrooms from private primary schools in their neighborhoods, causing problems with smooth classwork. This project aimed to construct primary and secondary school buildings and procure school furniture on the Ratoma and Matoto communes in Conakry City; thus, it is judged that the project was consistent with the development needs at the time of ex-post evaluation.

At the time of ex-post evaluation, the average number of students per classroom in primary and secondary schools on the Ratoma and Matoto communes was approximately 120 and 60, respectively, which still exceeded the national standard. Resolving classroom shortages is still required in the communes; thus, it is judged that the project is consistent with the development needs at the time of ex-post evaluation.

3.1.1.3 Appropriateness of the Project Plan and Approach (Describe, if applicable.)

This project constructed slopes on the ground floor of each building and latrines for wheelchair users under the premise that there could be such users among people participating in school activities, including students. Therefore, it is judged that the project plan paid due attention to equitability, including attention to marginalized people. Furthermore, as lessons had been gained from similar projects in the past on the necessity of strengthening the capacity to manage facilities and equipment, the project planned to strengthen through technical assistance the capacity to maintain facilities under the premise of collaborative maintenance by the Association of Parents and Friends of the School (hereinafter referred to as APEAE) and its neighbors and implemented technical assistance for facility maintenance and hygiene management. Therefore, it is judged that the project plan was appropriate, even from this perspective.

3.1.2 Coherence (Rating: ③)

3.1.2.1 Consistency with Japan's ODA Policy

The Yokohama Action Plan 2013–2017 (later extended to 2019) that was developed at the Fifth Tokyo International Conference on African Development (hereinafter referred to as TICAD) and extended at the sixth attempted to increase the enrolment ratio and improve the quality of elementary and secondary education. Furthermore, the Ministry of Foreign Affairs' *Learning Strategy for Peace and Growth (2015)* emphasized cooperation to ensure the quality of education (learning improvement), and its *Country Development Cooperation Policy for the Republic of Guinea (2017)* emphasized resolving classroom shortages in basic education. Furthermore, JICA's *Position Paper in Education Cooperation (2015)* highlighted the need for cooperation to improve the learning environment, including the construction of school buildings. As the objective of this project was to resolve classroom shortages by constructing primary and secondary school buildings and procuring school furniture in Conakry City, thereby contributing to improving access to and quality of primary and secondary education in the city, it is judged that the project

was coherent with Japan's ODA policy at the time of ex-ante evaluation.

3.1.2.2 Internal Coherence

At the time of ex-ante evaluation of the project, four out of twelve schools (Yattayah Primary School, Dar-Es-Salam Primary School, Kwame N' Krumah Primary School, and Kaporo Primary School) targeted by the project had also previously been targeted by grant aid projects. That the project targeted the same four schools is considered to be the collaboration with the grant aid project in the past. However, the collaboration did not create any particular synergy at the time of ex-ante evaluation.

At the time of ex-post evaluation, Yattayah Primary School no longer used the three classrooms constructed by the previous grant aid project because of deterioration. Dar-Es-Salam Primary School was lending six classrooms built by the previous grant aid project to a neighboring secondary school whose classrooms were unusable because of deterioration, thereby contributing to resolving the classroom shortages on the Ratoma commune. However, collaboration with the previous grant aid project did not create any particular synergy because classroom shortages at Dar-Es-Salam Primary School were resolved to a lesser extent than planned. Meanwhile, the Kwame N'Krumah and Kaporo Primary Schools were still using nine classrooms and eight classrooms, respectively, constructed by previous grant aid projects, thereby contributing to resolving classroom shortages at primary schools on the Ratoma commune. However, this was a synergy that had been originally expected.

3.1.2.3 External Coherence

At the time of ex-ante evaluation of the project, the Education Sector Basket Fund, to which the World Bank, Islamic Development Bank, and African Development Bank contributed, planned to construct 24 classrooms at Foulamdina Secondary School on Ratoma commune and 12 classrooms at Matoto Secondary School on Matoto commune from 2015 to 2018. Therefore, SNIES coordinated with the Fund to avoid duplication with the JICA project. However, this coordination did not expect to create any particular synergy with the JICA project.

The ex-post evaluation confirms that the Fund has constructed classrooms as planned, but as expected at the time of ex-ante evaluation, it has not created any particular synergy with the JICA project.

In conclusion, the project was consistent with the development policies and needs at the time of ex-ante and ex-post evaluations, and the project plan was appropriate as well. Coherence with Japan's development cooperation policy and the project's internal and external coherence were also confirmed. Therefore, its relevance and coherence are high.

3.2 Efficiency (Rating: ④)

3.2.1 Project Outputs

【Japanese side】

1） Construction of school facilities and procurement of school furniture

The school facilities and furniture were constructed or procured, respectively, as planned.

Table 1: Planned and actual major outputs

Facilities	Planned outputs	Actual outputs
【Primary schools】		
Site	9	Same as planned
Administration building	7	
Classroom	123	
School table and chair	2,952	
Latrine including wheelchair latrine	92	
Solar power system	7	
【Secondary schools】		
Site	3	Same as planned
Administration building	1	
Classroom	63	
School table and chair	1,512	
Latrine including wheelchair latrine	42	
Solar power system	1	

Source: Documents provided by JICA

2） Capacity development program

The capacity development program was mostly implemented as planned.

Table 2: Planned and actual capacity development program

Outputs	Planned activities	Actual activities
Output 1: Capacities of teachers and APEAE at the schools that the project targeted to maintain school facilities will be improved.	1-1 Capacity development workshop is executed for the APEAE committees representing APEAE, which oversees activities to maintain facilities, such as daily management, cleaning, repair, and monitoring.	Same as planned
	1-2 One day joint workshop is held at model schools that are grouped depending on communes, primary or secondary schools, and existing or new schools.	Owing to the deterioration of safety in some areas, it became difficult to select model schools and hold workshops in the area. Therefore, workshops were held at model schools in safe areas without considering differences in communes and primary and secondary schools. Otherwise, it was as planned. The change did not cause any problem.
	1-3 After the workshop, APEAE at each school conducts maintenance activities regularly and promotes awareness of preventive	Same as planned

	maintenance among relevant staff.	
	1-4 Schools monitor the activities of APEAE committees and teachers, and APEAE committees and teachers improve their activities based on feedback from Japanese consultants.	Same as planned
	1-5 Follow-up workshops on school facility maintenance for all APEAE committees at the schools where capacity-building activities are carried out are held for half a day. Each school and its APEAE discuss improving issues from past activities to keep school facilities clean and safe after the project.	Owing to countermeasures against Coronavirus Disease 2019, follow-up workshops were held at each school instead of grouped schools, with relevant staff invited from other schools. Otherwise, it was as planned. The change did not cause any problem.
Output 2: Knowledge of and practical skills in hygiene education by teachers that the project targeted are strengthened.	2-1 Capacity building workshops are held for teachers. Teachers are instructed to use the moral education textbook, which is the existing hygiene education text, and the hygiene education text by the National Institute of Research and Pedagogical Action (INRAP) at school. At secondary schools, assistance is provided to specify instructors in charge and to let schools provide hygiene education in coordination with INRAP. Implementation of hygiene campaign activities is also promoted.	Same as planned
	2-2 One day joint workshop combined with activity 1-2 is held.	Same as 1-2
	2-3 Teachers provide regular hygiene education at each school after the workshops.	Same as planned

Source: Documents provided by JICA

【Guinean side】

Infrastructure development for school facility construction.

Table 3: Planned and actual infrastructure development

Planned infrastructure development	Actual infrastructure development
Drawing an electricity distribution line at Kipe I Primary School	Same as planned
Relocating a water distribution pipe at Ratoma Secondary School	Same as planned
Drawing an electricity distribution line at Dabondy III Primary School	An electricity distribution line did not need to be drawn because MEPU-A had done it before the project
Constructing deep wells at all 12 schools	The project was completed without constructing deep wells because of delays in budget allocation from the Ministry of Economy and Finance. (However, they were all constructed in 2021 with budget allocation from the Ministry.)

Source: Documents provided by MEPU-A

3.2.2 Project Inputs

3.2.2.1 Project Cost

The planned project cost for the Japanese side was 1,913 million yen, whereas the actual cost was 1,799 million yen. The details are as follows.

Table 4: The planned and actual project cost on the Japanese side

(Unit: million yen)

	Planned cost	Actual cost
Construction of school facilities and procurement of school furniture	1,672	1,650
Design and supervision	150	149
Reserve fund	91	0
Total	1,913	1,799

Source: Documents provided by JICA.

The planned project cost on the Guinean side was 19 million yen[3], equivalent to 169 thousand U.S. dollars, whereas the actual cost was 14 million yen[4], equivalent to 122.2 thousand U.S. dollars. The details are as follows.

Table 5: The planned and actual project cost on the Guinean side

(Unit: Thousand U.S. Dollars)

	Planned cost	Actual cost
Drawing an electricity distribution line at Kipe I Primary School	1	0.1
Relocating a water distribution pipe at Ratoma Secondary School	5	0.1
Drawing an electricity distribution line at Dabondy III Primary School	1	0
Constructing deep wells	144	106
Bank charges (e.g., commission for authorization to pay)	18	16
Total	169	122.2

Source: Documents provided by MEPU-A

As seen above, the total planned cost was 1,932 million yen, whereas the total actual cost was 1,813 million yen, and thus the total project cost was within the plan.

3.2.2.2 Project Period

The planned project period was 27 months[5], from October 2017 to December 2019; the actual period was the same as planned. Thus, the project period was within the plan.

The project outputs were almost as planned, with a few exceptions on the Guinean side, while the project cost and period were within the plan. Therefore, efficiency of the project is very high.

[3] The average exchange rate in 2016, 110.4 yen per U.S. dollar, was applied at the time of ex-ante evaluation.

[4] The average exchange rate from 2017 to 2019, 110.53 yen per U.S. dollar, was applied at the time of ex-post evaluation.

[5] Nine months from the grant agreement to bidding for and contracting with a contractor, and 18 months for construction.

3.3 Effectiveness and Impacts[6] (Rating: ③)

3.3.1 Effectiveness

3.3.1.1 Quantitative Effects (Operation and Effect Indicators)

As the average number of students per classroom at the target schools significantly exceeded the national standard of 48 due to classroom shortages, the ex-post evaluation added and analyzed indicators ⑤ and ⑥.

Table 6: Operation and Effect Indicators

	Baseline Value	Target Value	Actual Value			
	2017	2022	2020	2021	2022	2023
		3 years after completion	1 year after completion	2 years after completion	3 years after completion	4 years after completion
Indicators set at the time of ex-ante evaluation						
①Number of classrooms continuously used at the primary schools that the project targeted (classroom)	66	189	170	170	169	155
②Number of classrooms continuously used at the secondary schools that the project targeted (classroom)	15	78	72	72	72	72
③Number of students studying at continuously used classrooms at the primary schools that the project targeted (person)	13,028 [7]	9,072	9,528	11,037	12,727	13,951
④Number of students studying at continuously used classrooms at the secondary schools that the project targeted (person)	2,912 [8]	3,744	3,125	2,968	2,798	2,949
Indicators added at the time of ex-post evaluation						
⑤Average number of students per classroom at the primary schools that the project targeted (person)	197.4 [9]	48	56	65	75	90
⑥Average number of students per classroom at the secondary schools that the project targeted (person)	194.1 [10]	48	43	41	39	41

Source: Documents provided by JICA and MEPU-A

[6] When providing the sub-rating, Effectiveness and Impacts are to be considered together.

[7] This figure is different from the figure in the ex-ante evaluation sheet. The evaluator and the staff of the implementing agency reconfirmed the number of students in 2017 based on the record at the targeted schools and recalculated it.

[8] Dito.

[9] As the primary school newly created by the project has no baseline, it represents the eight existing schools.

[10] As the secondary school newly created by the project has no baseline, it represents the two existing schools.

① The number of classrooms continuously used at the primary schools that the project targeted (classroom)

The project constructed 123 classrooms; thus, with the addition of the 66 existing classrooms, 189 classrooms were available at the time of project completion. However, this number decreased to 170 in 2020 for two reasons. Owing to deterioration, three existing classrooms at Yattayah Primary School and seven at Kaporo Primary School became unusable. Furthermore, neighbors of Kwame N'Krumah Primary School who resented the then-government raided the school and destroyed the school furniture in all nine classrooms the project had constructed. This number then became 169 when the principal of N'Krumah Primary School who took office in 2022 led the repairs of school furniture in all nine classrooms, while decided not to use five existing classrooms due to deterioration. Furthermore, Dar-Es-Salam Primary School began lending five existing classrooms to a neighboring primary school. As a result, the actual number of classrooms continuously used in 2022 at the primary schools targeted by the project was 89% of the target value set for 2022, three years after project completion. Thus, it is judged that the first indicator was mostly achieved. In 2023, as Kobaya Primary School began lending its eight existing classrooms to other primary schools and six other classrooms constructed through a previous grant aid project to other secondary schools, the total number of classrooms became 155.

② The number of classrooms continuously used at the secondary schools that the project targeted (classroom)

The project constructed 63 classrooms; thus, with the addition of the 15 existing classrooms, 78 classrooms were available at the time of project completion. However, this number decreased to 72 because six existing classrooms at Koloma Secondary School became unusable due to deterioration. The actual number of classrooms continuously used in 2022 at the secondary schools targeted by the project was 92% of the target value set for 2022. Thus, it is judged that the second indicator was mostly achieved.

③ The number of students studying at continuously used classrooms at the primary schools that the project targeted (person)

As the number of students had increased more than expected at the time of ex-ante evaluation, the actual number of students studying in continuously used classrooms at the primary schools targeted by the project was 140% of the target value set for 2022. Thus, it is judged that the third indicator was not achieved.

④ The number of students studying at continuously used classrooms at the secondary schools that the project targeted (person)

Although the number of students graduating from primary schools had been increasing more

than expected at the time of ex-ante evaluation, the actual number of students studying in continuously used classrooms in 2022 at the secondary schools the project targeted was 75% of the target value set for 2022 because admission tests to secondary schools became strict in 2020, and a new private secondary school was established in the neighborhood of Dabompa Secondary School in 2022[11]. Thus, it is judged that the fourth indicator was mostly achieved.

⑤ The average number of students per classroom at the primary schools that the project targeted (person)

For the reason mentioned for the third indicator, the actual average number of students per classroom in 2022 at the primary schools targeted by the project was 156% of the target value set for 2022. Thus, it is judged that the fifth indicator was not achieved. However, considering that the significant improvement was made when compared with the baseline in 2017 and the average number of students per classroom at the primary schools on the Ratoma and Matoto communes was approximately 120, it is judged that the project has contributed to reducing the number of students per classroom to a certain extent.

⑥ The average number of students per classroom at the secondary schools that the project targeted (person)

For the reason mentioned for the fourth indicator, the actual average number of students per classroom in 2022 at secondary schools targeted by the project achieved the target value set for 2022.

3.3.1.2 Qualitative Effects (Other Effects)

Not applicable[12]

3.3.2 Impacts

3.3.2.1 Intended Impacts

1） Quantitative Effects

Not applicable.

2） Qualitative Effects

① Increasing students' motivation to study through improving the educational environment

152 students (77 boys and 75 girls) out of 160 students (10 boys and 10 girls from each of the

[11] As no owner was under any obligation to report in advance a plan on constructing a private secondary school to any government authority, there was no way for SNIES to know the plan at the time of ex-ante evaluation.

[12] As the qualitative effects set at the time of ex-ante evaluation were all concerned about impacts, they were analyzed at qualitative effects of impacts.

eight schools that the ex-post evaluation targeted), they[13] answered that school desks and chairs were nicer, the ventilation improved, they could protect themselves from rain, and the number of students per classroom decreased. Therefore, it is judged that the educational environment for students has been improved. Furthermore, the same 152 students answered that it became easier to hear teachers and possible to focus on classwork; thus, it is judged that the project has contributed to increasing students' motivation to study to a certain extent.

② Improving the educational environment for girls by constructing separate latrines for men and women

70 girls out of 80 girls (10 girls from each of the eight schools targeted by the ex-post evaluation) answered that the latrines for women became nicer and larger. Therefore, it is judged that the educational environment for girls has been improved. However, it is also judged that the project's contribution to it by constructing separate latrines for men and women alone was limited because girls were too embarrassed to change sanitary napkins in the school latrines and skipped school due to severe cramping.

③ Improving the teaching environment for principals and teachers by constructing management buildings

According to the principals and teachers at the 12 schools targeted by the project, the environment improved, including better ventilation, though the management building is small. Therefore, it is judged that the teaching environment has been improved.

④ Improving awareness of school facility maintenance among relevant staff

According to the relevant staff at the 12 schools targeted by the project, they did not use the manuals on school facility maintenance and hygiene management created by the capacity development program but performed them in the manuals. Therefore, it is judged that awareness of school facility maintenance and hygiene management have been improved.

3.3.2.2 Other Positive and Negative Impacts

1) Impacts on the Environment

This project does not correspond to any of the sensitive sectors, characteristics, and/or areas listed in JICA's Guidelines for Environmental and Social Considerations (April 2010), and it is judged to have minimal undesirable effects on the environment; therefore, the project was placed in category C.

[13] As students at the newly constructed primary and secondary schools have experience using new school facilities only and cannot make a comparison between before and after the project, those two schools were omitted. In addition, students who had experienced using the old school facilities at the two existing secondary schools were also omitted because they had already graduated from the schools by the time of ex-post evaluation.

① Disposal of excrement in latrine tanks

Out of the 12 targeted schools, 11 entrusted janitorial service providers with disposing of excrement in latrine tanks. However, Ratoma Secondary School stopped doing this in 2023, resulting in a concern (this concern is explicated in the section on the Status of Operation and Maintenance of Sustainability).

② Reduction in greenhouse gases through installation of solar panels

At the time of ex-post evaluation, it was confirmed that electricity was generated at six[14] out of eight schools where solar panels had been installed; however, the volume of electricity generation was unknown because watt-hour meters were not installed. Therefore, the reduction effects on greenhouse gases are impossible to verify. The other two schools[15] lost their solar power systems because of burglaries, as explained in the section on the Status of Operation and Maintenance of Sustainability.

2) Resettlement and Land Acquisition

None.

3) Gender Equality

As described in 2) Qualitative effects of impacts, it is judged that impacts on gender equality are limited.

4) Marginalized People

Latrines for wheelchair users were constructed at six schools[16]where they had not yet been constructed. No wheelchair users attended any of the six schools; however, four students at Dar-Es-Salam Primary School using crutches used latrines for wheelchair users. As they used latrines for wheelchair users, it is judged that equitable social participation for them was promoted.

5) Social Systems and Norms, People's Well-being and Human Rights, 6) Unintended Positive / Negative Impacts

Nothing in particular.

The operation and effect indicators of ①, ②, and ④ were mostly achieved, and the indicator of ⑥ was achieved. Although the indicators of ③ and ⑤ were not achieved, the project

[14] Kobaya primary school, Yattayah primary school, Dar-Es-Salam primary school, Kipe I primary school, Kaporo primary school, and Dabompa secondary school.
[15] Kwame N'Krumah primary school, and Enta Marché primary school.
[16] Dar-Es-Salam primary school, Dabondy III primary school, Enta Marché primary school, Ratoma secondary school, Koloma secondary school, and Dabompa secondary school.

contributed to reducing the average number of students per classroom to some extent, which was the objective of this project. Furthermore, impacts such as improvements of educational and teaching environments for students and teachers, and students' equitable participation in social activities were realized. This project mostly achieved its objectives; therefore, effectiveness and impacts of the project are high.

3.4 Sustainability (Rating: ②)

3.4.1 Policy and System

The national development plan at the time of ex-post evaluation, *the Interim Reference Program of the Transition 2022–2025*, aims in one of its five priorities, Infrastructure, Sustainability, and Hygiene, to construct 486 new classrooms and renovate 798 classrooms to respond to social and environmental changes. Furthermore, the sector plan, *the 10-year Plan of Education in Guinea 2020–2029*, aims to implement a large-scale construction plan, especially for primary schools, considering the necessity for new construction and expansion of classrooms to eliminate educational disparities. Therefore, it is judged that there is no policy and institutional problem.

3.4.2 Institutional/Organizational Aspect

School inspectors (52 staff members) in the Conakry District of MEPU-A were supposed to be fully responsible for the maintenance of the school facilities targeted by the project. Currently however, school inspectors respond to the maintenance of large-scale and/or expensive facilities such as school buildings and solar power systems, whereas each school and the APEAE of each school respond to daily maintenance such as cleaning and pumping excrement.

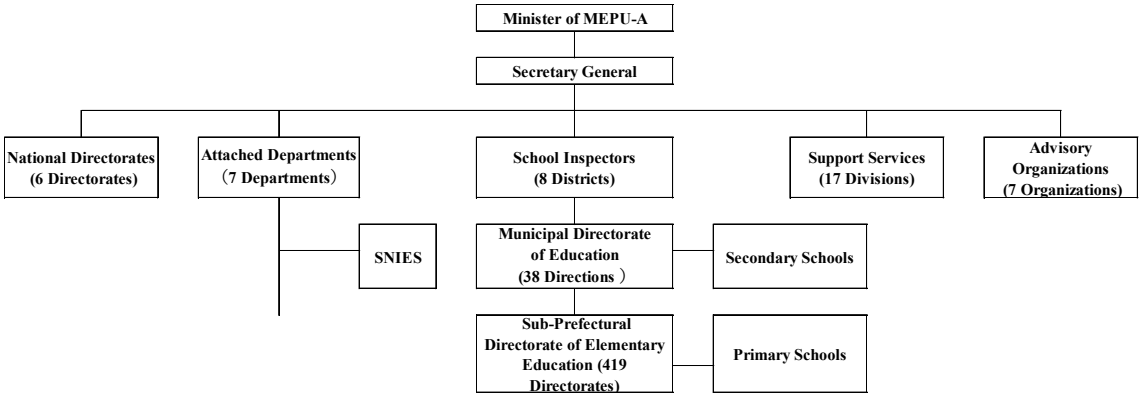

Chart 1: Organigram of MEPU-A

APEAE consists of five residents in the roles of president, vice president, administrative secretary, organizational secretary, and treasurer. APEAEs are supposed to collect annual fees for

daily maintenance from parents, and teachers and students are supposed to use it for their daily maintenance activities. Currently, however, most APEAEs targeted by the project do not manage the fees in a bank account and do not appropriately pass the baton to a successor after a two-year tenure period. Because the accounting is not transparent, there are problems with maintenance of school facilities as described later. Therefore, the institutional/organizational aspects of APEAEs are unsatisfactory. Furthermore, schools do not have any institutional/organizational capacity to cover them. Therefore, sustainability of the project effects in the institutional/organizational aspect is low.

3.4.3 Technical Aspect

At the time of ex-post evaluation, it was confirmed that the schools did not use manuals on school facility maintenance and hygiene management created by the capacity development program. However, they carried out the maintenance of school facilities and management of hygiene as written in the manuals. Therefore, it is judged that there is no technical problem as is described below.

Table 7: Situation of maintenance of school facilities and management of hygiene at each school

	12 schools targeted by the project	Maintenance of school facilities and management of hygiene
Ratoma commune	Kobaya Primary School	Cleaning of classrooms and latrines: Students clean classrooms once a day and latrines three times a day. Repair of school facilities such as tables and black boards: The school responds.
	Yattayah Primary School	Cleaning of classrooms and latrines: Students clean classrooms once a day and latrines twice a day. Repair of school facilities such as tables and black boards: The school responds.
	Dar-Es-Salam Primary School	Cleaning of classrooms and latrines: Students clean classrooms once a day and latrines twice a day. Repair of school facilities such as tables and black boards: The school responds.
	Kwame N'Krumah Primary School	Cleaning of classrooms and latrines: Students clean classrooms once a day and latrines twice a day. Repair of school facilities such as tables and black boards: The school responds.
	Kipe I Primary School	Cleaning of classrooms and latrines: Students clean classrooms and latrines once a day, respectively. Repair of school facilities such as tables and black boards: The school responds.
	Kaporo Primary Schoo	Cleaning of classrooms and latrines: Students clean classrooms and latrines once a day, respectively. Repair of school facilities such as tables and black boards: The school responds.
	Ratoma Secondary School	Cleaning of classrooms and latrines: Students clean classrooms and latrines once a day, respectively. Repair of school facilities such as tables and black boards: The school responds.

	Koloma Secondary School	Cleaning of classrooms and latrines: Students clean classrooms and latrines once a day, respectively. Repair of school facilities such as tables and black boards: The school responds.
Matoto commune	Dabondy III Primary School	Cleaning of classrooms and latrines: Students clean classrooms and latrines twice a day, respectively. Repair of school facilities such as tables and black boards: The school responds.
	Lansanayah Primary School	Cleaning of classrooms and latrines: Students clean classrooms twice a day and latrines once a day. Repair of school facilities such as tables and black boards: The school responds.
	Enta Marché Primary School	Cleaning of classrooms and latrines: Students clean classrooms and latrines twice a day, respectively. Repair of school facilities such as tables and black boards: The school responds.
	Dabompa Secondary School	Cleaning of classrooms and latrines: Students clean classrooms and latrines once a day, respectively. Repair of school facilities such as tables and black boards: The school responds.

Source: Hearings at the 12 schools

Cleaning a classroom

Collecting waste

Waste box at a school to be collected by a janitor service provider

Source: External evaluator

3.4.4 Financial Aspect

The maintenance fees at each school are paid by the annual fees the APEAE collects from the parents at each school. Since 2015, APEAEs have been allowed to collect 10,000 GNF, equivalent to approximately 1.2 U.S. dollars, per student per year, based on an ordinance by MEPU-A. Owing to insufficient notification of the ordinance, all 12 schools have been collecting less than 10,000 GNF, and three schools have been collecting only 5,000 GNF, equivalent to approximately 0.6 U.S. dollar. Furthermore, as most APEAEs do not manage income and expenditure through a bank account, and thus the accounting is not transparent, many parents hesitate to pay the annual fees despite it being small amount. Therefore, the average collection ratio of annual fees at the 12 schools is approximately 56%. Consequently, all the schools have difficulties reserving fees not only for repainting black boards and replacing batteries for solar power that were planned at the time of ex-ante evaluation but also for pumping excrement from latrine tanks. Considering these

difficulties, one school has been collecting a fee for issuing a student identification card that is not allowed by the ordinance, and the principal of another school has responded by borrowing a loan of his own responsibility. The cost of pumping excrement from latrine tanks is increasing, accompanied by an increase in the number of students, and some schools (Kwame N'Krumah primary school and Enta Marché primary school) pay close to 1,000 U.S. dollars per year. These schools have difficulties collecting additional fees from parents because the accounting of the APEAE is not transparent and thus have been facing financial difficulties. The school inspectors at MEPU-A secured a budget for the maintenance of school facilities at primary and secondary schools, including high schools, under the leadership of the new minister who took office in March 2024. However, the budget available to the Conakry District, where the schools targeted by the project are situated, is only 150,000,000 GNF, which is equivalent to approximately 1,700 U.S. dollars. Considering the 217 primary and secondary schools in the district, the average budget for one school is less than 700,000 GNF, equivalent to approximately 80 U.S. dollars. Thus, there is a possibility that it may not be sufficient to cover fees for pumping excrement from latrine tanks.

3.4.5 Environmental and Social Aspect

At Ratoma Secondary School, latrine tanks become full easily because rainwater flows in, and the cost of pumping excrement from latrine tanks (2,800,000 GNF per time) is becoming a heavy burden on the school. Therefore, the school stopped pumping excrement in 2023, and thus there is a concern about hygiene at school.

3.4.6 Preventative Measures to Risks

No risk has been confirmed.

3.4.7 Status of Operation and Maintenance

At all 12 schools, maintenance such as cleaning and repairing desks and blackboards is performed daily. However, the latch cases of classroom doors identified as broken at the time of project completion still remain broken. Furthermore, the four schools had the following problems:
Kwame N'Krumah Primary School: Solar panels and batteries burglarized in 2020 have not been replaced.
Lansanayah Primary School: The ventilation pipes identified as broken at the time of project completion still remain broken.
Enta Marché Primary School: Solar power batteries burglarized in 2023 have not been replaced.
Ratoma Secondary School: As latrine tanks become full easily because rainwater flows in, the cost of pumping excrement from latrine tanks is becoming a heavy burden on the school; thus, latrines have not been used since 2023. However, based on the advice that the external evaluator

made during field visits at the time of ex-post evaluation, MEPU-A (the school inspector of the Conakry District) has prioritized allocating funds in the budget for maintenance mentioned in the section on the financial aspect of sustainability to the cost at the 12 schools targeted by the project. The latrines were pumped at Ratoma Secondary School on July 26, 2024, and are now usable.

		
Broken latch case	Burglarized solar panels	Latrines with the problem of pumping cost

Source: External evaluator

Some issues were observed in the institutional/organizational, financial, environmental, and social aspects, including the current status of operations and maintenance. However, these issues are not expected to be improved or resolved. Therefore, the sustainability of the project's effects was moderately low.

4. Conclusion, Lessons Learned and Recommendations

4.1 Conclusion

The objective of this project was to resolve classroom shortages by constructing primary and secondary school buildings and procuring school furniture in Conakry City, thereby contributing to improving access to and the quality of primary and secondary education in the city. The project was relevant to the development policies and needs at the time of both ex-ante and ex-post evaluations, and the project plan was appropriate as well. The project's coherence with Japan's development cooperation policies at the time of ex-ante evaluation, as well as internal and external coherence at the time of both ex-ante and ex-post evaluations, were confirmed; therefore, its relevance and coherence are high. The project outputs were almost as planned, with a few exceptions on the Guinean side, and both the project cost and period were within the plan. Therefore, efficiency of the project is very high. The operation and effect indicators of ①, ②, and ④ were mostly achieved, and the indicator of ⑥ was achieved. Although the indicators of ③ and ⑤ were not achieved, the objective of this project, reducing the average number of students per classroom, was achieved to some extent. Furthermore, impacts such as improvements in educational and teaching environments for students and teachers and students' equitable participation in social activities were realized. As the planned effects were mostly realized through implementing the project, the effectiveness and impact of the project are high. Some issues have been observed in the institutional/organizational, financial, and environmental and social aspects

including the current status of operation and maintenance, and they are not expected to be resolved. Therefore, sustainability of the project effects is moderately low. In light of the above, this project is evaluated to be satisfactory.

4.2 Recommendations

4.2.1 Recommendations to the Executing Agency

At the time of ex-ante evaluation, MEPU-A agreed to pay fees for the maintenance of school facilities after completion of the project. In reality, however, it left it to schools and APEAEs. Furthermore, despite the fact that APEAEs can collect annual fees of 10,000 GNF per student per year from parents, based on the MEPU-A decree, all APEAEs of the 12 schools collected less than 10,000 GNF because of insufficient notification of the ordinance by MEPU-A. Additionally, the collection ratio from parents was low because the accounting of APEAEs was not transparent. As a result, each school faces difficulties in spending money on minimum maintenance activities, such as pumping excrement from latrine tanks, and there is even one school where the principal borrows a loan of his own responsibility. Considering all these elements, the external evaluator makes the following recommendations for MEPU-A:

① MEPU-A should continuously pay the necessary maintenance fees to the APEAEs of the 12 schools targeted by the project.

② MEPU-A should thoroughly notify APEAEs of the 12 schools targeted by the project regarding the correct annual fees.

③ MEPU-A should thoroughly notify the management of income and expenditure through a bank account of the APEAEs of the 12 schools targeted by the project.

4.2.2 Recommendations to JICA

Based on the three aforementioned recommendations to MEPU-A, JICA should follow up on their progress for the time being.

4.3 Lessons Learned

Maintenance activities paying attention to institutional/organizational aspect in addition to technical and hygienic aspect

At the time of ex-ante evaluation, JICA acknowledged that daily maintenance activities after completion of the project by the targeted schools would depend on the annual fees that APEAE would collect from parents at each school. At the time of ex-post evaluation, however, many parents reject paying the fee despite it being small amount. The main reason is that most APEAEs do not manage income and expenditure through a bank account, and thus the accounting is not transparent. Partly because of this, schools have difficulties in spending money on minimum maintenance activities, such as pumping excrement from latrine tanks. When JICA plans a school

construction project in the future, in which maintenance of school facilities is assumed to depend on local entities such as APEAE, it is important to consider maintenance activities that pay attention to institutional/organizational aspects, including the management of an accounting book, in addition to technical and hygienic aspects.

5. Non-Score Criteria

5.1 Performance

5.1.1 Objective Perspective

While the grant agreement of the project was made in October 2017, it was February 2018 that JICA's field office in Guinea was established. Until its establishment, JICA attempted to communicate and establish cooperative relations with the executing agency by sending staff of the Senegal Office to Guinea. After its establishment, staff of the field office in Guinea maintained these relationships. Meanwhile, the broken latch cases of classroom doors and broken ventilation pipes identified at the time of project completion were not followed up until the time of ex-post evaluation. Therefore, it is difficult to determine whether JICA has played the roles that it should.

(End)