Burkina Faso

FY2024 Ex-Post Evaluation Report of Japanese Grant Aid Project

"le Projet de Construction d'Infrastructures Éducatives en Appui au Post Primaire"

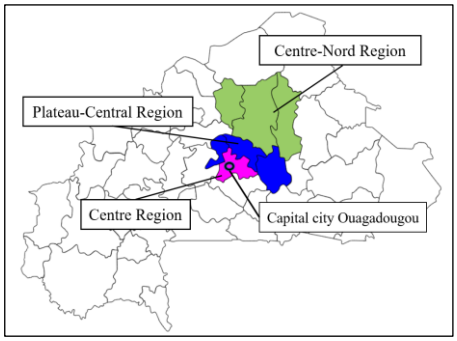
External Evaluator: Akiko Shimizu, TAC International Inc.

0. Summary

This project aimed to improve the learning environment for post-primary education[1] (equivalent to junior high school in Japan) by constructing post-primary school facilities and providing classroom furniture in the three regions of Centre, Plateau-Central, and Centre-Nord. The project objective was consistent with Burkina Faso's development plans, development needs, and Japan's ODA policy. Although no specific coordination or collaboration was confirmed with other JICA projects or those supported by other donors, the project design was appropriate. Therefore, relevance and coherence are high. The project cost was within the plan, but it did not exactly match the level of outputs, considering that one planned school was not constructed. The project period slightly exceeded the plan. Accordingly, efficiency is high. As for effectiveness, the quantitative indicators, such as the number of classrooms and students, were mostly achieved. Regarding the improvement of the learning and working environment, which was expected as part of the qualitative effects, although some challenges were identified, these effects were mostly achieved as expected. As for impacts, expanded access to post-primary education was achieved. The improvement in the quality of education and the provision of safety and privacy through the installation of gender-segregated toilets were partially achieved. Thus, effectiveness and impacts are high. Regarding sustainability, some issues were observed in terms of financial aspect, preventative measures to risks, and the status of operation and maintenance of facilities, and some of these have limited prospects for resolution. Therefore, sustainability is moderately low.

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

1. Project Description



Project Locations
(Source: Blank map edited by the evaluator)

Constructed Post-primary Education Facility[2]
(Source: Taken by the evaluator)

[1] Burkina Faso's education system is divided into six years of primary education (equivalent to elementary school in Japan), four years of post-primary education (equivalent to junior high school in Japan), and three years of secondary education (equivalent to senior high school in Japan).

[2] A-04: Tampouy E, F constructed in Centre Region

1.1 Background

In 2007, the Government of Burkina Faso revised the *Education Act* (*Loi d'Orientation de l'Éducation*) and designated pre-primary education, primary education, post-primary education, and non-formal education[3] as basic education. At the same time, it decided to make primary and post-primary education compulsory and free for children aged 6 to 16. In response, under the *Strategic Program for the Development of Basic Education 2012–2021 (Programme de Développement Stratégique de l'Éducation de base 2012–2021*, hereinafter referred to as "PDSEB"), the government aimed to ensure universal transition from primary to post-primary education by 2025, and had worked to promote school enrollment among school-age children and improve the quality of education.

As of the 2012/13 academic year, the gross enrollment rate for primary education was 85%[4], while the gross enrollment rate for post-primary education in 2013/14 remained at 40.2%[5]. Meanwhile, the number of students enrolled in post-primary education increased from 221,271 in 2008/09 to 373,215 in 2012/13[6]—approximately 1.7 times over four years—highlighting a serious shortage of post-primary education facilities to accommodate primary school graduates. As a result, the number of students per classroom reached overcrowded levels, and a poor learning environment and deterioration in the quality of education had become apparent.

1.2 Project Outline

The objective of the project is to improve the learning environment for post-primary education by developing post-primary education facilities and providing classroom furniture in the three target regions (Centre, Plateau-Central, and Centre-Nord), thereby contributing to expanded access to and improved quality of post-primary education.

Grant Limit / Actual Grant Amount	1,151 million yen / 1,150 million yen
Exchange of Notes Date / Grant Agreement Date	August 2015 / August 2015
Executing Agency	Directorate General for Sectoral Studies and Statistics (Direction Générale des Études et des Statistiques Sectorielles), under the Ministry of Basic Education, Literacy, and Promotion of National Languages (Ministère de l'Enseignement de Base, de

[3] A form of education primarily targeting children and adults who are not enrolled in formal schools, encompassing basic education as well as literacy education and vocational training.
[4] Source: World Bank
[5] Source: Executing Agency
[6] Source: Executing Agency

	l'Alphabétisation et de la Promotion des Langues Nationales, hereinafter referred to as "MEBAPLN")
Project Completion	September 2019
Target Area	Centre, Plateau-Central, and Centre-Nord Regions
Main Consultant	Mohri Architect & Associates Inc.
Procurement Agency	Japan International Cooperation System
Main Contractors	Entreprise de Construction Woumtaba, Groupement ECODI-SARL/TECHNOVA, Entreprise de Construction Nouvelle Afrique (ECNAF) SARL
Preparatory Survey	May 2014 – June 2015
Related Projects	[Related JICA Projects] • Dispatch of Policy Advisor for the Education Sector (2014–2016, 2016–2018) • Grant Aid Project: Project for the Construction of Lower-Secondary Schools in the Centre and Centre-Sud Regions (in collaboration with UNICEF) (2021) [Other International and Partner Organizations] • World Bank: Education Access and Quality Improvement Project (2015–2018) • African Development Bank: Basic Education and Capacity Building Support Project (2007–2013) • Global Partnership for Education (GPE): Budgetary support for the education sector (2002–ongoing)

2. Outline of the Evaluation Study

2.1 External Evaluator

Akiko Shimizu, TAC International Inc.

2.2 Duration of Evaluation Study

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

Duration of the Study: September, 2024 – January, 2026

Duration of the Field Study: December 1 – 21, 2024 and April 7 – 18, 2025

2.3 Constraints During the Evaluation Study

Site visits in the Centre-Nord Region, one of the target areas of the project, could not be conducted due to security reasons. It was also planned from the outset that site visits by the external evaluator would be limited to within Ouagadougou City, where the security situation has

been relatively stable. As a result, among the ten schools selected for the qualitative survey, site visits to six schools within Ouagadougou City were conducted directly by the external evaluator. On the other hand, the remaining two schools outside the city and two schools in the Plateau-Central Region were visited only by local survey assistants under remote supervision by the external evaluator. In addition to the qualitative survey at the ten schools, this evaluation also included the questionnaire survey and telephone interviews covering all 29 schools constructed under the project. The limited opportunities for direct observation imposed certain constraints on understanding the actual situation on the ground.

3. Results of the Evaluation (Overall Rating: B[7])

3.1 Relevance/Coherence (Rating: ③[8])

3.1.1. Relevance (Rating: ③)

3.1.1.1 Consistency with the Development Plan of Burkina Faso

At the time of the ex-ante evaluation, the *Strategy for Accelerated Growth and Sustainable Development 2011–2015 (Stratégie de Croissance Accélérée et de Développement Durable 2011–2015)* identified "education and vocational training" as a priority area. Within the Strategy, issues such as overcrowded classrooms and gender disparities were highlighted, and one of the policy directions related to basic education was the improvement of the quality of education at all levels. Furthermore, under the education sector development policy PDSEB (2012–2021), the government aimed to ensure universal transition from primary to post-primary education by 2025, with the goal of enabling all individuals to complete ten years of basic compulsory education.

At the time of the ex-post evaluation, the *Second National Economic and Social Development Plan 2021–2025* (*Plan National de Développement Économique et Social 2021–2025*, hereinafter referred to as "PNDES-II") set a goal of ensuring that all individuals have access to quality education and training. It also established performance indicators to increase the gross enrollment rate in post-primary education from 40.3% in 2020 to 58.3% in 2025, and the completion rate from 39.0% to 48.9% over the same period. In addition, the *Education and Training Sector Plan 2017–2030* (*Plan Sectoriel de l'Éducation et de la Formation 2017–2030*, hereinafter referred to as "PSEF") set out three strategic objectives: (1) expanding educational opportunities and reducing disparities at all levels of education; (2) improving learning quality and educational outcomes; and (3) strengthening governance in the education and training sector. With respect to post-primary education, it aimed to increase the gross enrollment rate from 42.7% in 2014/15 to 67.2% in 2029/30, and the completion rate from 24.2% to 50.1% over the same period.

[7] A: Highly satisfactory, B: Satisfactory, C: Partially satisfactory, D: Unsatisfactory
[8] ④: Very High, ③: High, ②: Moderately Low, ①: Low

Therefore, the project was consistent with Burkina Faso's development plans from the time of the ex-ante evaluation through to the ex-post evaluation, as improvements in access to and the quality of post-primary education have consistently been emphasized.

3.1.1.2 Consistency with the Development Needs of Burkina Faso

< Number of Students>

At the time of the ex-ante evaluation, the number of students enrolled in post-primary education nationwide was increasing. As mentioned earlier, the number rose approximately 1.7 times between 2008/09 and 2012/13. A similar trend was observed in the three target regions, where the number increased from 50,918 to 78,406—approximately 1.5 times—indicating that demand for post-primary education facilities was expected to rise further.

At the time of the ex-post evaluation, the number of students in post-primary education nationwide peaked in 2019/20 and began to decline by 2022/23. Trends in the three target regions varied: in Centre Region, where the capital city Ouagadougou is located, student numbers continued to increase; in Plateau-Central Region, the numbers remained almost flat; and in Centre-Nord Region, a declining trend was observed. Since 2017, Burkina Faso has experienced a deterioration in the security situation, particularly in border areas in the northern and eastern regions, due to terrorism and conflict. Centre-Nord Region has also been affected, with many schools forced to close, leading to a decrease in student numbers. On the other hand, the influx of Internally Displaced Persons (hereinafter referred to as "IDPs") from conflict-affected areas into urban areas has continued, leading to an increase in student numbers in Centre Region. According to the executing agency, the recent increase in the establishment of private post-primary education facilities in urban areas has also been a factor leading to the rise in student numbers in Centre Region.

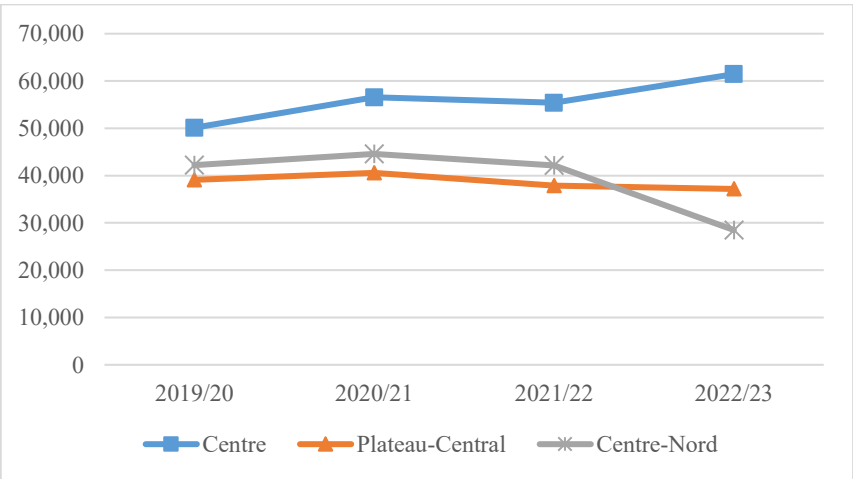


Figure 1: Trends in the Number of Students in Public Post-Primary Education in the Three Target Regions (Persons)

(Source: Questionnaire to the executing agency)

<Enrollment Rate>

At the time of the ex-ante evaluation, the gross enrollment rate in post-primary education nationwide showed an upward trend, increasing from 40.2% in 2013/14 to 49.0% in 2016/17. At the time of the ex-post evaluation, the rate rose to 49.3% in 2019/20, but subsequently shifted to a downward trend. By target region, the enrollment rate in Centre Region has generally continued to show the increase trend since the time of the ex-ante evaluation, reaching 76.1% in 2022/23. In contrast, the enrollment rates in Plateau-Central and Centre-Nord Regions began to decline around 2019/20, partly due to a sharp increase in population displacement to urban areas in response to the worsening security situation caused by the expansion of activities by Islamist extremist groups. In particular, the enrollment rate in Centre-Nord Region fell to 21.5% in 2022/23—less than one-third of that in Centre Region. As for gender-disaggregated enrollment rates, this will be discussed in Section 3.3.2.2 "Other Positive/Negative Impacts: (2) Gender Equality."

Table 1: Gross Enrollment Rate (%) in Post-Primary Education Nationwide and in the Three Target Regions

Year	Region	Boys	Girls	Total
2013/14	Centre	55.3	64.2	59.7
	Plateau-Central	37.0	35.4	36.2
	Centre-Nord	33.8	31.0	32.4
	National	41.9	38.4	40.2
2016/17	Centre	68.1	83.3	75.5
	Plateau-Central	39.6	44.2	41.9
	Centre-Nord	38.0	42.1	40.1
	National	47.7	50.5	49.0
2019/20	Centre	68.4	87.5	77.7
	Plateau-Central	35.8	47.3	41.4
	Centre-Nord	30.8	41.9	36.2
	National	45.3	53.6	49.3
2022/23	Centre	73.4	78.5	76.1
	Plateau-Central	26.0	38.5	32.4
	Centre-Nord	17.0	25.6	21.5
	National	37.2	44.6	40.9

(Source: Questionnaire to the executing agency)

<Number of Students per Classroom / Admission Restrictions>

At the time of the ex-ante evaluation, Burkina Faso's school facility standards had set a target of 45 to 50 students per classroom. However, in 2012/13, the average number of students per classroom in public post-primary education facilities nationwide was 79, far exceeding the standard, and overcrowding in classrooms had become a serious issue. In addition, when the capacity of public post-primary education facilities reached its limit, admission restrictions had to be imposed.

At the time of the ex-post evaluation, the national average number of students per classroom in public post-primary education facilities showed a decreasing trend, declining from 60 in 2019/20 to 54 in 2022/23. However, as mentioned above, the number of students in post-primary education facilities in urban areas has been increasing, and admission restrictions have still been in place at some schools[9].

Thus, while the enrollment rate was on a nationwide upward trend at the time of the ex-ante evaluation, different trends were observed by target region at the time of the ex-post evaluation. In some schools in urban areas experiencing an influx of IDPs, classroom overcrowding remains an issue. On the other hand, in areas where the security situation has worsened, a decline in the number of students has been observed. These findings confirm that the challenges vary across regions. Based on the above, the project's objective was consistent with Burkina Faso's development needs both at the time of the ex-ante evaluation and at the time of the ex-post evaluation.

3.1.1.3 Appropriateness of the Project Plan and Approach

At the time of the ex-ante evaluation, the project was planned to take into account the lessons learned from a past similar project[10], which indicated that the technical capabilities of local contractors and the degree of site dispersion affect the construction period and construction quality. Accordingly, the project was designed so that the Japanese consultant would play a central role in the detailed design and preparation of bidding documents, minimize the use of local consultants, and assign a technical supervisor with experience in construction supervision in order to ensure the efficiency of construction supervision and quality control. According to the Japanese consultant, these measures were implemented as planned. In addition, a construction planning measure was introduced in which the contract packages were divided into two groups and construction started with the first group, which carried a higher risk of delay. Furthermore, it has been reported that, by specifying the eligibility criteria for bidders in detail in the bidding documents, appropriate contractors were selected, thereby avoiding significant quality deterioration and construction delays.

In addition, this project adopted a beneficiary-sensitive facility design, including the installation of gender-segregated toilets from a gender perspective and the installation of ramps and dedicated toilets from the perspective of persons with disabilities.

Therefore, the project plan and approach were considered appropriate.

[9] According to the executing agency, students who were unable to enroll in public post-primary schools due to admission restrictions were able to attend private lower secondary schools that have agreements with MEBAPLN, in which case 50% of the tuition fees are subsidized.

[10] Senegal (Grant Aid) "Project for the construction of classrooms of elementary and secondary schools" (2006–2010)

3.1.2 Coherence (Rating: ②)

3.1.2.1 Consistency with Japan's ODA Policy

At the time of the ex-ante evaluation, *Japan's Country Development Cooperation Policy for Burkina Faso* (2012) identified "improvement of the quality of education" as one of its priority areas. Taking into account challenges such as the limited number of students advancing to post-primary education, the Policy also indicated Japan's intention to contribute to the realization of PDSEB. Therefore, the project was consistent with Japan's ODA policy at the time of the ex-ante evaluation.

3.1.2.2 Internal Coherence

At the time of the ex-ante evaluation, no specific coordination or collaboration with other JICA projects was envisaged, and no such coordination or collaboration was confirmed at the time of the ex-post evaluation either.

3.1.2.3 External Coherence

No synergies were identified through coordination or collaboration with projects supported by other donors.

Regarding contributions to international frameworks, the Yokohama Action Plan 2013–2017 adopted at the Fifth Tokyo International Conference on African Development (TICAD V) held in 2013 identified "improving access to and the quality of education" as one of its priority areas. Similarly, the African Union's "Agenda 2063" also emphasizes the expansion of education. Although the implementation of this project may have contributed to the achievement of goals advocated by these international frameworks, no contributions to project effects through specific collaboration with other donors were confirmed. Therefore, external coherence was not observed.

The project's objective was aligned with Burkina Faso's development plans, development needs, and Japan's ODA policy. Although no internal coherence or external coherence were confirmed, the project design was appropriate. Therefore, its relevance and coherence are high.

3.2 Efficiency (Rating: ③)

3.2.1 Project Outputs

At the time of the ex-ante evaluation, the construction of 30 post-primary education facilities was planned. Among these, one school was to be constructed under the Government of Burkina Faso's project, the "Transitional Emergency Socio-Economic Program (Programme Socio-économique d'Urgence de la Transition: PSUT)." Accordingly, based on an official agreement between JICA and the executing agency, it was excluded from the project scope. No

issues were observed with this modification process, and it was considered an appropriate change to the plan[11].

Table 2: Planned and Actual Numbers of Post-primary Schools by Region

Region	Province	Number of Schools		Names of Constructed Schools
		Planned (2015)	Actual (2019)	
Centre	Kadiogo	15 schools	14 schools	A-01 Bloc Kossyam A, B, A-02 Samgande B, D, A-03 Widi A, B, A-04 Tampouy E, F, A-05 Bassinko B, A-06 Kalgondin A, B, C, D, A-07 Balkuy A, A-08 Yagemkoudogo A, B、A-09 Kiédpalogo/Kouba, A-10 Yaoghin, A-11 Bloc Tanzougou A, B, C, A-18 Yimdi, A-22 Konkaga, A-30 Nioko 2 A, B, C
Plateau-Central	Oubritenga	2 schools	2 schools	A-17 Tanzougou, A-24 Watinooma
	Ganzourgou	2 schools	2 schools	A-12 Wayen, A-26 Meguet A
	Kourwéogo	3 schools	3 schools	A-15 Koui A, A-21 Tampelga, A-28 Toeghin A
Centre-North	Sanmatenga	4 schools	4 schools	A-13 Malou, A-16 Gabou, A-20 Imiougou Natenga, A-25 Fanka
	Bam	1 school	1 school	A-23 Nakindougou
	Namentenga	3 schools	3 schools	A-14 Zambanga, A-27 Tougouri, A-29 Boko
Total		30 schools	29 schools	

(Source: Documents provided by JICA)

In addition to the exclusion of one school mentioned above, the bid price for the first group of the two divided contract lots exceeded the estimated amount, which necessitated adjustments to the components in the second group. As a result, as shown in the table below, eight classroom blocks, one administration block, three toilet blocks, ten cooking facilities, and two sets of football goals were removed.

Table 3: Planned and Actual Numbers by Facility Type

Facility		Planned (2015)	Actual (2019)	Difference
Classroom Blocks	One-story, 4 classrooms (No. of classrooms)	33 (132)	25 (100)	8 blocks fewer (32 classrooms fewer)
	Two-story, 8 classrooms (No. of classrooms)	6 (48)	6 (48)	
Administration Blocks	One-story	24	23	1 block fewer
	Two-story	6	6	
Toilet Blocks	For teachers, 2 booths (No. of booths)	30 (60)	29 (60)	3 blocks fewer (48 booths fewer)
	For students, 3 booths (No. of booths)	30 (90)	42 (126)	
	For students, 6 booths (No. of booths)	30 (180)	16 (96)	
Cooking facility		30	20	10 facilities fewer
Football Goals		11	9	2 sets fewer

(Source: Documents provided by JICA)

[11] As this change occurred after the detailed design, it is treated as a change in outputs from the planned values.

With regard to the provision of classroom furniture, adjustments were made as shown in the table below in accordance with the changes in the facility components mentioned above. No issues were observed with these adjustments, and they did not significantly affect the project outcomes.

Table 4: Planned and Actual Provision of Classroom Furniture

Planned (2015)	Actual (2019)
Student desk-bench units (4,320 sets) Principal desks and chairs (30 sets) Teacher desks and chairs (630 sets) Visitor chairs (90) Steel cabinets (240), Steel bookshelves (180)	Student desk-bench units (3,552 sets) Principal desks (29) Teacher desks (235), Teacher chairs (531) Principal and visitor chairs (116) Multipurpose room desks (296) Steel cabinets (232), Steel bookshelves (148)

(Source: Documents provided by JICA)

Both the consulting services (technical services related to supporting the bidding operations conducted by the procurement agent and supervising construction works) and the counterpart's obligations (such as removal of existing structures and tree cutting) were implemented as planned.

3.2.2 Project Inputs

3.2.2.1 Project Cost

Regarding the project cost on the Japanese side, it actually amounted to 1,150 million yen compared to the planned 1,151 million yen, remaining within the plan (100% of the planned amount). However, as noted above, the outputs were reduced by one school from the originally planned 30 schools. Taking this into account, the cost per school can be considered to have increased compared to the plan. Although it is difficult to calculate the cost per school due to differences in location conditions and construction specifications, a simple calculation shows that the planned cost per school was approximately 38.4 million yen, while the actual cost per school was approximately 39.7 million yen. This results in a cost per school equivalent to 103% of the planned amount. The project cost on the Burkinabe side could not be confirmed. Therefore, the ex-post evaluation is based solely on the Japanese side's project cost. Thus, although the Japanese side's project cost remained within the plan, it can be said that the cost did not exactly match the level of outputs produced, considering that the number of schools constructed was reduced by one.

3.2.2.2 Project Period

The planned implementation period of the project was 37 months, from June 2015 (the month of G/A signing) to June 2018 (the month of handover). The actual period was 50 months

from August 2015 to September 2019 (a delay of 13 months in total), exceeding the plan (135% of the planned period). However, when the delays due to external factors (a total of 4.5 months) are excluded from the actual period of 50 months, the project period is assessed to be 45.5 months, slightly exceeding the plan (123% of the planned period). The reasons for the total 13-month delay are as follows: a period of 2.5 months, from the attempted coup in September 2015 to the presidential election in November of the same year, and another 2-month period, from the terrorist attack in January 2016 until the situation stabilized, were both due to the external factors[12]. The remaining delay of approximately 8 months was caused by design changes and the contractors' worsening cash flow. (See the table below for details.)

Table 5: Planned and Actual Project Period

	Planned	Actual	Reasons for Delay
From G/A signing to just before the start of detailed design	2 months June 2015–July 2015	7 months (5-month delay) August 2015–February 2016 (Start point: month of G/A signing; End point: before consultant contract signing)	1. The signing of the procurement agent contract was postponed until after the presidential election, resulting in a 2.5-month delay. (September–November 2015) 2. The consultant contract was delayed by 2.5 months, of which 2 months were affected by the terrorist attack. (January–February 2016)
Detailed design period	6 months August 2015–January 2016	9 months (3-month delay) March–November 2016 (Start point: month of consultant contract signing; End point: month of preparation of the comparison table between basic and detailed designs)	Delay caused by design changes for the first group of the contract lots.
From bidding to completion of construction	29 months February 2016–June 2018	34 months (5-month delay) December 2016–September 2019 (Start point: month of bid announcement; End point: final handover month of the second group)	Delays in construction work due to worsening cash flow of some contractors.
Total	37 months in total	50 months in total (13-month delay in total)	Of the total 13-month delay, 4.5 months were due to the external factors.

(Source: Documents provided by JICA, and questionnaires to the executing agency and the implementing consultant)

Based on the above, with regard to the project outputs, they were mostly achieved, although

[12] At the time of the ex-ante evaluation (2015), it was difficult to foresee the deterioration of the situation. Furthermore, the attempted coup in September 2015, which occurred shortly after the project commenced, and the terrorist attack in September 2016 are considered events beyond the control of the project. Therefore, these are treated as external factors.

some components were reduced due to the exclusion of one school and adjustments based on the tender results. As previously described, these changes are considered reasonable. While the project cost was within the plan, it did not exactly match the level of outputs produced, and the project period slightly exceeded the plan. Therefore, efficiency is high.

3.3 Effectiveness and Impacts[13] (Rating: ③)

3.3.1 Effectiveness

3.3.1.1 Quantitative Effects (Operation and Effect Indicators)

Among the three quantitative indicators set at the time of the ex-ante evaluation, "Quantitative Indicator ①: Number of post-primary classrooms at the target sites" and "Quantitative Indicator ②: Number of students who can study in continuously usable classrooms at the target sites" are treated as operation indicators for effectiveness. The third indicator, "Number of public post-primary education schools and unified post-primary and upper secondary schools in the three target states," had a target value of 170 schools, which was calculated by adding the 30 schools planned for construction under the project to the baseline of 140 schools. However, as this indicator is an output indicator that solely reflects the number of schools construction by the project, and has already been assessed in the section on project outputs, it is not adopted as an indicator for assessing effectiveness. Furthermore, a supplementary indicator "Quantitative Indicator ③: Average number of students per classroom at the target schools" was newly set as the effect indicator of effectiveness, although it was not set at the time of the ex-ante evaluation.

Regarding Quantitative Indicator ①, it was mostly achieved. Against the target of 172 classrooms, 148 were constructed. At the time of the ex-post evaluation, a total of seven classrooms were unused at four out of the 26 operational schools due to shortages of students or teachers. In addition, three schools in the Centre-Nord Region have been closed due to the deteriorating security situation[14], leaving a total of twelve classrooms unused. As the deterioration of security was difficult to predict at the planning stage and was beyond the control of the project, the fact that these twelve classrooms were unused was treated as a result of the external factor and was not taken into account in the evaluation judgment. Therefore, based on the operational status at the time of the ex-post evaluation, the actual achievement became 141 classrooms, resulting in an achievement rate of 82%.

[13] When providing the sub-rating, effectiveness and impacts are to be considered together.
[14] Although there have been no official notifications or announcements regarding school closures due to the deteriorating security situation, the Technical Secretariat for Education in Emergencies (Secrétariat Technique de l'Éducation en Situation d'Urgence: ST-ESU), a specialized body under MEBAPLN, regularly monitors the status of all schools and reports to MEBAPLN. In this ex-post evaluation, the findings on closures due to the deteriorating security situation are based on information obtained through questionnaires to the executing agency and the schools.

Table 6: Quantitative Indicator ①: Number of Post-primary Classrooms at the Target Sites

Baseline Value	Target Value	Actual Value	Actual Value	Operational status at the time of the ex-post evaluation		
2014	3 Years after Completion	2019 at Project Completion	2025 6 Years after Completion	Number of classrooms after deducting those unused due to student /teacher shortages	Number of unused classrooms due to student /teacher shortages	Number of unused classrooms due to deteriorating security
0 classroom	172 classrooms (Note 1)	148 classrooms	148 classrooms (Achievement rate: 86%)	141 classrooms (Achievement rate: 82%)	7 classrooms (Note 2)	12 classrooms (Note 3)

(Source: Documents provided by JICA and questionnaires to the target 29 schools)

Note 1: The target value set at the time of the ex-ante evaluation was 180 classrooms, based on the construction plan for 30 schools. However, since one school (8 classrooms) was excluded from the project components, the target value was adjusted to 172 classrooms at the time of the ex-post evaluation.

Note 2: Due to a shortage of students or teachers, a total of seven classrooms were unused at four of the 26 operational schools. At A-11: Bloc Tanzougou A, B, C, located in the central area of Ouagadougou City in the Centre Region, the number of students has decreased due to the relocation of residents outside the commercial area as part of urban development. At A-12: Wayen in the Plateau-Central Region, the number of students has decreased as many have stopped attending school to engage in labor at nearby mines. At A-04: Tampouy E, F in the Centre Region and A-28: Toeghin A in the Plateau-Central Region, there is a shortage of teachers due to resignations of assigned personnel and other factors.

Note 3: At the time of the ex-post evaluation, three schools in the Centre-Nord Region were closed due to the deterioration of the security situation (4 classrooms of one-story building × 3 schools = 12 classrooms). A-16: Gabou has been closed since 2022, A-23: Nakindougou since 2019, and A-29: Boko since 2023. It was reported that A-23: Nakindougou is scheduled to reopen from October 2025, as the security situation is stabilizing.

Regarding Quantitative Indicator ②, it was achieved beyond the plan. Assuming a capacity of 48 students per classroom, the number of students who could study in the 148 constructed classrooms was 7,104, against a target of 8,256 students (for 172 classrooms), resulting in an achievement rate of 78%. On the other hand, according to the results of the questionnaire survey of the 26 operational schools, the number of enrolled students for the 2024/25 was 8,370. Therefore, based on the operational status at the time of the ex-post evaluation, the achievement rate was 101%. It should be noted that, although the number of students who can study exceeded the target, classroom overcrowding has been occurring in the Centre Region due to factors such as the influx of IDPs into urban areas, as discussed later under Quantitative Indicator ③.

Table 7: Quantitative Indicator ②: Number of Students Who Can Study in Continuously Usable Classrooms at the Target Sites

Baseline Value	Target Value	Actual Value	Actual Value	Operational status at the time of the ex-post evaluation
2014	2021 3 Years after Completion	2019 At Project Completion	2025 6 Years after Completion	Number of enrolled students at the 26 operational schools
0 student	8,256 students (Note 1)	7,104 students (Note 2)	7,104 students (Achievement rate: 78%)	8,370 students (Achievement rate: 101%) (Note 3)

(Source: Documents provided by JICA and questionnaires to the target 29 schools)

Note 1: At the time of the ex-ante evaluation, the target value was calculated based on an assumed capacity of 48

students per classroom, resulting in a figure of 8,640 students for the planned 30 schools (180 classrooms × 48 students). However, since one school (8 classrooms) was excluded from the components, the target value was adjusted to 8,256 students after deducting 384 students (8 classrooms × 48 students).
Note 2: Based on the 148 classrooms actually constructed, the number of students who could be accommodated is calculated to be 7,104 (148 classrooms × 48 students).
Note 3: The number of students at the 26 operational schools for the 2024/25 academic year was 8,370 (3,270 boys, 5,100 girls). Of this total, there were 5,962 students (2,350 boys, 3,612 girls) in the Centre Region (14 schools), 1,540 students (616 boys, 924 girls) in the Plateau-Central Region (7 schools), and 868 students (304 boys, 564 girls) in the Centre-Nord Region (5 schools).

Regarding Quantitative Indicator ③, it is assessed to have been mostly achieved. At the time of the ex-post evaluation, the average number of students per classroom at the 26 operational schools was 63 (2024/25). However, the situation varied by region. In the Centre Region, the number of students showed an increasing trend, reaching 75 students per classroom in 2024/25. At five of the 14 target schools in the Centre Region, admission restrictions were imposed due to an excess number of students. Furthermore, while there was a general tendency for the number of students to be highest in the 6th grade[15] (equivalent to the first year of junior high school in Japan) as a certain number of students dropped out in subsequent years. In particular, some schools in Ouagadougou City reported that the number of students per classroom in the 6th grade exceeded 100, indicating a severe level of overcrowding. One of the factors contributing to this is considered to be the influx of IDPs into urban areas. However, in light of the project's objective of "improving the learning environment," the school facilities constructed under the project have been utilized to accommodate students who have evacuated from areas with deteriorating security. This is evaluated as being consistent with its essential objective. Accordingly, the fact that the average number of students was 75 in the Centre Region does not significantly lower the evaluation. On the other hand, in the Plateau-Central and Centre-Nord Regions, the number of students was on a downward trend, with 47 and 51 students per classroom, respectively, which is generally close to the target value.

Table 8: Quantitative Indicator ③: Average Number of Students per Classroom at the Target Schools (Students)

	Target Value	2022/23	2023/24	2024/25
Average number of students per classroom at target schools	50 or fewer (Note 2)	58	62	63
Of which, target schools in the Centre Region		65	69	75
Of which, target schools in the Plateau-Central Region		54	51	47
Of which, target schools in the Centre-Nord Region (Note 1)		49	60	51

(Source: Documents provided by JICA and questionnaires to the target 29 schools)
Note 1: Data from the following schools are not included in this aggregation, as they have been closed: A-16: Gabou since 2022, A-23: Nakindougou since 2019, and A-29: Boko since 2023.
Note 2: The target was set at "50 or fewer" students per classroom, in consideration of the standard of 45-50 students per classroom stipulated in Burkina Faso's *Manual of School Standards for Post-Primary and Secondary Education*

[15] In Burkina Faso, each grade of post-primary education follows the French naming system: the first year is called the 6th grade (6e), the second year is the 5th grade (5e), the third year is the 4th grade (4e), and the fourth year is the 3rd grade (3e).

(Manuel des Normes Scolaires du Post-Primaire et du Secondaire) at the time of planning. According to the executing agency, these standards were revised in 2020, and the number of students per classroom for post-primary education facilities is currently set at 70.

3.3.1.2 Qualitative Effects (Other Effects)

Although no qualitative indicators for effectiveness were set in the ex-ante evaluation sheet, the following three supplementary indicators were set to evaluate effectiveness from multiple perspectives. To gather information, the qualitative survey[16] was conducted with teachers and students at a total of ten schools. For teachers, individual interviews based on a semi-structured questionnaire were conducted with two teachers (one male, one female) per school. For students, information was collected through group discussions[17,18].

- Qualitative Indicator ①: A favorable learning environment is established through the construction of school buildings and the provision of classroom furniture.
- Qualitative Indicator ②: A comfortable sanitary environment is established through the construction of toilets.
- Qualitative Indicator ③: A favorable working environment for principals and teachers is established through the construction of administration buildings.

Regarding Qualitative Indicator ①, it is evaluated that a favorable learning environment has been mostly achieved, as the classrooms are generally spacious and the installation of lighting and ceiling fans has contributed to this outcome. On the other hand, common issues across multiple schools were also identified through the qualitative survey.

First, many respondents reported that, due to the use of corrugated metal roofing, the classrooms become extremely hot during the summer when temperatures exceed 40 degrees Celsius, making it difficult to concentrate in class. Next, in some 6th-grade classes in Ouagadougou City with particularly high student numbers, it was reported that classroom overcrowding negatively affected the learning environment—for example, three to four students sharing a single desk-bench unit (a combined desk and bench designed for two students). It should be noted that the use of corrugated metal roofing is in accordance with Burkina Faso's design standards for schools, and the classroom overcrowding in some schools is considered to be influenced to some extent by the influx of IDPs. Therefore, these factors

[16] The six schools in Ouagadougou City in Centre Region, visited by the external evaluator were purposively selected based on safety management and security conditions (A-01: Bloc Kossyam A, B; A-02: Somgande B, D; A-03: Widi A, B; A-04: Tampouy E, F; A-06: Kalgondin A, B, C, D; A-30: Nioko 2 A, B, C). The remaining four schools were also purposively selected, taking into account accessibility and security conditions, and the survey was conducted by two local survey assistants under the remote supervision of the external evaluator (two schools outside Ouagadougou City: A-09: Kièdpalogo/Kouba; A-18: Yimdi; two schools in Plateau-Central Region: A-15: Koui A; A-21: Tampelga).

[17] In consideration of the inclusion of questions related to toilet use, group discussions with female students and interviews with female teachers were conducted by a female local survey assistant.

[18] At each school, group discussions were conducted with two groups—one male group and one female group—each consisting of four to five students.

are not regarded as grounds for lowering the evaluation. Furthermore, many desk-bench units were found to be unstable due to loose screws or detached boards, making it difficult for students to sit with proper posture or to write, which was reported to have reduced learning efficiency.

Photo 1 (Left): Corrugated metal roof of a classroom (A04: Tampouy E, F)
Photo 2 (Right): View of an overcrowded classroom (A-06: Kalgondin A, B, C, D)

Regarding the blackboards, there were many comments that they were installed too high, making it difficult to write on the upper part of the board. At the visited site of A-30: Nioko 2 A, B, C, the school had addressed this issue by installing a cement platform below the blackboard on their own. Furthermore, although it is common in Burkina Faso to wipe blackboards with a wet sponge, water accumulating in the groove of the tray installed at the bottom of the blackboard was causing hygiene problems. This design, which did not reflect actual operational practices, has reduced the practicality of the blackboards.

Photo 3 (Left): View of a teacher of average height unable to reach the upper part of the blackboard (A-01: Bloc Kossyam A, B)

Photo 4 (Center): View of water accumulating in the groove of the tray installed below the blackboard (A-01: Bloc Kossyam A, B)

Photo 5 (Right): Foot platform installed below the blackboard using the school's own budget (the tray originally installed at the bottom of the blackboard under the project was removed after being deemed impractical (A-30: Nioko 2 A, B, C)

Regarding Qualitative Indicator ②, the target of "establishing a comfortable sanitary environment" has not been fully achieved due to issues with the actual usage and operational methods of the toilets.

At most schools, the toilets have not been operated in a way that involves students in cleaning[19]. Consequently, many respondents stated that they did not use the toilets due to their unsanitary conditions. Some students and teachers were forced to either borrow toilets from nearby houses or refrain from using them altogether. Unauthorized use by nearby residents and improper use by primary school students were also cited as factors leading to the unsanitary conditions. Some schools have adopted a system where the toilets are kept locked and students receive a key from a custodian for use. However, this system has also discouraged students from using the toilets, as they may hesitate to request the key each time. In addition, the system itself has not been well communicated in some cases, further limiting the use of the toilets.

Regarding Qualitative Indicator ③, it can be evaluated that the establishment of a favorable working environment for principals and teachers through the construction of the administration buildings has been mostly achieved, as many respondents stated that the working environment was generally comfortable. On the other hand, several issues were also identified.

First, similar to the classrooms, it was observed that the corrugated metal roofs caused room temperature to rise during the summer, hindering administrative work. At the visited site of A-04: Tampouy E, F, countermeasures against the heat were taken by installing a wooden ceiling in the staff room using the school's own budget. Next, while each room of the administration building is equipped with a lockable door, the hallways and large common areas are designed to allow open access. As a result, there were reports of unknown individuals sleeping there. Incidents of theft after doors were broken were also reported. In response, some schools implemented security measures such as installing iron grille doors. Furthermore, it was pointed out that the open-shelf design of the storage units installed in the staff room under the project was unsuitable for securely storing valuables, and the necessity for lockable storage units with keys was raised.

[19] Out of the ten schools visited, only one school conducted daily toilet cleaning by students. While some schools were found to have hired janitors to clean the toilets on a regular basis, at many schools, it was customary to assign toilet cleaning to students as a form of punishment for misbehavior. It was also reported that when students cleaned the toilets as part of daily cleaning activities, complaints were sometimes received from parents.



Photo 6 (Left): View of the staff room (A-04: Tampouy E, F)

Photo 7 (Center): Wooden ceiling installed below the corrugated metal roof using the school's budget (A-04: Tampouy E, F)

Photo 8 (Right): Iron grille door installed in the administration building using the school's budget as a security measure (A-01: Bloc Kossyam A, B)

3.3.2 Impacts

3.3.2.1 Intended Impacts

In addition to the qualitative indicators set in the ex-ante evaluation sheet (① and ② below), an expected effect in the preparatory survey report was added as a supplementary indicator (③ below). These effects were confirmed through the qualitative survey at the ten visited schools. Furthermore, "expansion of access to post-primary education," which was indicated as the project objective, was qualitatively examined (④ below).

- Qualitative Indicator ①: The quality of post-primary education is improved by establishing a favorable learning environment.
- Qualitative Indicator ②: The safety and privacy of female students and female teachers are ensured through the installation of separate toilets for males and females (Gender Perspective).
- Qualitative Indicator ③: Sports (football) at the target schools are promoted through the installation of football goals.
- Qualitative Indicator ④: Access to education is expanded through the improvement of the learning environment for post-primary education.

Regarding Qualitative Indicator ①, as stated in the section on effectiveness, concerns were raised about the impact on the quality of education, including a decline in concentration, due to factors such as classroom overcrowding, rising room temperatures during the summer, and defective desk-bench units. Students reported that the overcrowded seating arrangements made it difficult to secure learning space and to open notebooks to write. They also mentioned feeling stress from the shaking of unstable desk-bench units when writing.

In addition, the impact of the presence or absence of school meals on the quality of education was also examined. At seven of the ten schools visited, cooking facilities were

installed under the project. Where school meals were provided, it contributed to improving the quality of education, as students could have lunch at school, leading to better attendance in afternoon classes and securing time for self-study. On the other hand, due to the budget system of MEBAPLN, there were delays in the distribution of supplies such as wheat, and as a result, school meals were not provided from the beginning of the academic year[20] in October until around February. When meals were not available, cases were reported where students from economically disadvantaged families attended classes hungry without eating lunch[21], or where students were late for or absent from afternoon classes after returning home for lunch. It was also confirmed that this resulted in a loss of opportunities for review and supplementary lessons. It should be noted that the demand for school meals varies by region, with a tendency toward higher demand in rural areas compared to urban areas where housing is relatively dense and commuting distances are shorter.

Photo 9: Cooking facility temporarily out of use due to delayed supply distribution (A-04: Tampouy E, F)

Regarding Qualitative Indicator ②, the installation of gender-segregated toilets is evaluated to have a certain effect on protecting the privacy of female students. On the other hand, there were comments that students could not use the toilets with a sense of security due to their isolated location and security issues in the surrounding area. Furthermore, even with the provision of gender-segregated toilets, many students felt uncomfortable because of the unsanitary conditions. These issues hinder a safe and comfortable school life, with some female students avoiding toilet use during their menstruation and even refraining from attending school. Cases were also reported where some students were not aware that the toilets were separated by gender, or were aware but did not adhere to the separation. It was noted that one factor for the lack of awareness of the gender-segregated toilets was the absence of signs indicating male or female. At some schools, instances were observed where handwritten signs

[20] The academic year in Burkina Faso varies slightly depending on the year, but it generally starts in October and ends in June or July of the following year.
[21] Although there are no clear regulations regarding school meal fees, it was commonly observed that students paid 100 FCFA per meal in urban areas and 75 FCFA in rural areas among the schools visited.

were later added to the toilet walls. These findings highlight challenges in the implementation of gender-segregated toilets and suggest the urgent need to ensure user safety and improve sanitary conditions.

Photo 10 (Left): Female students' toilet (A-04: Tampouy E, F)

Photo 11 (Right): "Female students' toilet" written in chalk on the wall due to absence of signage indicating gender

Regarding Qualitative Indicator ③, football goals were installed[22] at two of the ten schools visited for the qualitative survey, but significant differences were observed in their utilization. At A-04: Tampouy E, F, the football goals have been actively used during physical education classes and break times, and have also been widely utilized by neighboring schools that came to borrow them for their physical education classes. Furthermore, a girls' football tournament was held to encourage the participation of female students in sports. The installation of the football goals at this school has thus contributed to the promotion of sports and the facilitation of student interaction both within the school and in the neighboring community. On the other hand, at A-15: Koui, the football goals installed under the project were not used due to the presence of many large stones on the ground, and new goals purchased with the school's budget were installed at a different location. According to the executing agency, the location for installing the football goals was determined by the community, and therefore was not considered the responsibility of the project.

Regarding Qualitative Indicator ④, it is considered that the construction of post-primary education facilities under the project has made a certain contribution to alleviating the admission restrictions and classroom overcrowding caused by excessive student numbers, which had been issues since the planning stage. Particularly in urban areas, although admission restrictions continue at some schools, it is considered that the development of new schools has expanded the capacity for student intake in some areas, and it can be said that the project has contributed to expanding access to education. Furthermore, it is considered that the increase

[22] Under the project, football goals were installed at nine schools.

in the number of schools has promoted a more dispersed placement of schools across the target areas, leading to shorter commuting distances and a reduced burden of commuting for students. Moreover, the number of public post-primary education facilities in the three target regions has increased from 140 schools at the time of planning (2014) to 489 schools[23] at the time of the ex-post evaluation (2024), including the 29 schools constructed under the project and facilities constructed by other projects. Therefore, the project can be evaluated as having played a part in establishing the foundation that supports the expansion of access to education in the target regions.

3.3.2.2 Other Positive and Negative Impacts

(1) Impacts on the Environment

The project was classified as Category C based on the *JICA Guidelines for Environmental and Social Considerations* (promulgated in April 2010), as it was assessed to have minimal undesirable impacts on the environment. At the time of the ex-post evaluation, according to the executing agency and the 29 target schools, no negative impacts on the environment were confirmed.

(2) Gender Equality

At the time of the ex-ante evaluation (2013/14), the enrollment rate for boys exceeded that for girls (boys: 41.9%, girls: 38.4%), but this trend reversed in 2016/17. By 2022/23, the gender gap had widened (boys: 37.2%, girls: 44.6%), and the particularly low enrollment rate of boys has become an issue.

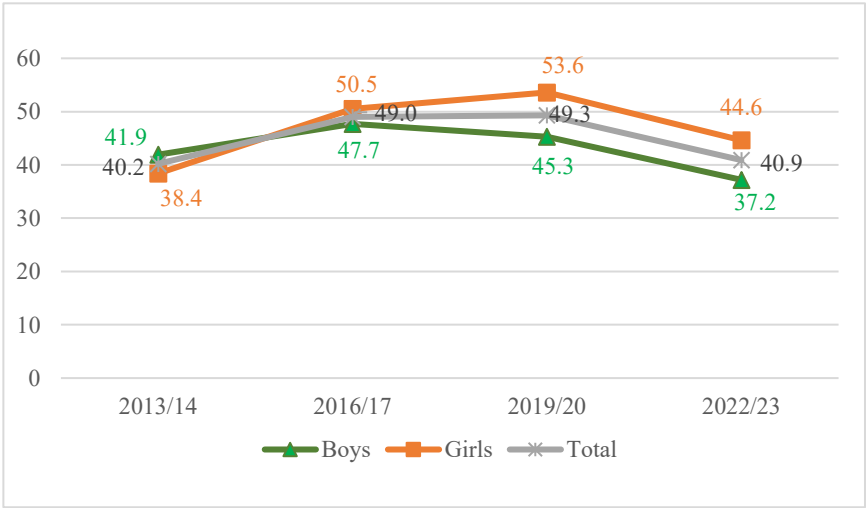


Figure 2: Trends in National Enrollment Rates by Gender over the Past 10 Years (%)
(Source: Questionnaires to the executing agency)

[23] It should be noted that 14 of these schools have been closed due to the deterioration of security conditions, and the actual number of schools in operation is 475.

A similar trend was observed at the target schools of the project. The number of students by gender was 3,262 boys and 4,502 girls (gender ratio: boys 42%, girls 58%) in 2022/23, whereas in 2024/25, the numbers were 3,270 boys and 5,100 girls (gender ratio: boys 39%, girls 61%), showing a further increasing trend in the proportion of female students. This trend is considered to be the result of efforts by the government and international organizations to raise the enrollment rate of girls. At the same time, there is a growing tendency for boys to engage in labor at an early age to earn income, a trend influenced by the economic slowdown and prevailing stereotypes such as the belief that "men should support the family."

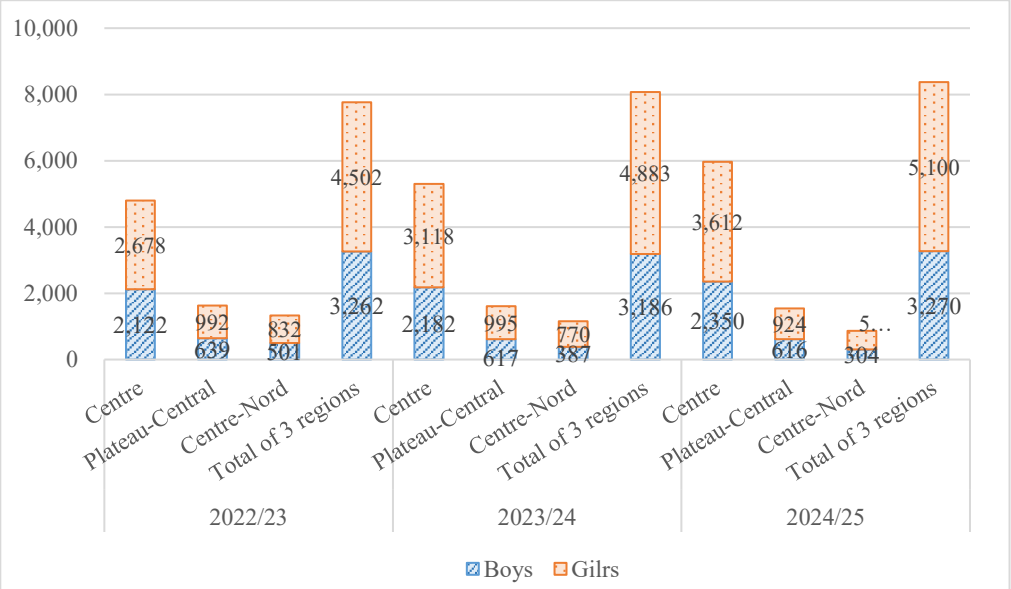


Figure 3: Trends in the Number of Students (headcount) at Target Schools by Region and Gender (2022/23–2024/25)

(Source: Questionnaires to the 29 target schools)

(3) Marginalized People, Social Systems and Norms, People's Well-being and Human Rights

According to the results of the qualitative survey at ten schools, the installation of ramps connecting the ground to the first floor has played an important role in enabling students and teachers with disabilities to access classrooms and administration buildings, and their usefulness was highly evaluated. On the other hand, it was revealed that for two-story school buildings, the difficulty of accessing the upper floor remained unresolved, and access to second-floor classrooms where upper-grade classes are held, as well as to staff rooms located on the second floor, has been limited. Furthermore, at the ten schools visited, no cases of actual use of the toilets for persons with disabilities were confirmed, due to reasons such as the toilets not being adapted to specific types of disabilities.

(4) Other Positive / Negative Impacts

In Burkina Faso, due to the expanding activities of Islamic extremists, the areas affected by deteriorating security have expanded beyond the northern and western border regions, and some schools were targeted by terrorist armed groups in the Centre-Nord Region. Under these circumstances, at the time of the ex-post evaluation, three schools in the Centre-Nord Region constructed under the project have been forced to close. According to the questionnaire survey conducted with the target schools regarding the impact of the outflow and influx of IDPs, 18 out of 29 schools reported impacts on the number of students, 8 on the number of teachers, and 11 on the quality of education. Concerning the quality of education, issues were cited such as IDP students being unable to take necessary subjects and struggling to keep up with their studies, and the fact that, despite suffering from severe trauma, no specialized counseling services were available. Furthermore, in areas with unstable security, many teachers and students were reported to be experiencing psychological stress and anxiety. In addition, there were comments that the influx of IDPs has led to an excess number of students in urban schools, increasing the burden on teachers. The deteriorating security situation has been severely affecting students' learning opportunities, mental well-being, and school operations, and has become a factor hindering improvements in the quality of education.

Based on the above, the quantitative indicators for effectiveness were mostly achieved. Regarding the qualitative effects of effectiveness, a favorable learning and working environment was evaluated to have been generally established, although several issues were also identified. As for the toilets, their limited use due to unsanitary operational practices was cited as a challenge. Regarding the qualitative effects of impacts, the expansion of access to post-primary education was achieved. The improvements in the quality of education and the provision of safety and privacy through the installation of gender-segregated toilets were partially achieved. It can be concluded that the project mostly achieved its objectives as planned, and therefore, effectiveness and impacts are high.

3.4 Sustainability (Rating: ②)

3.4.1 Policy and System

At the time of the ex-post evaluation, the national development plan, PNDES-II, sets the goal of ensuring that all people have access to quality education and training aligned with the needs of the economy, and places a focus on matters such as the development of educational infrastructure, the improvement of the quality of education, and the enhancement of school hygiene and sanitation. Furthermore, the education sector policy, PSEF, emphasizes improving the enrollment rate and the quality of learning in post-primary education. Therefore, in terms of policy and system aspects, the sustainability of the project's effects can be considered ensured.

3.4.2 Institutional / Organizational Aspect

In 2019, the "Ministry of National Education and Literacy" was renamed the "Ministry of National Education, Literacy and Promotion of National Languages" (Ministère de l'Éducation Nationale, de l'Alphabétisation et de la Promotion des Langues Nationales: MENAPLN). Furthermore, in September 2024, MENAPLN was divided into two ministries: MEBAPLN and the Ministry of Secondary Education, Vocational and Technical Training (Ministère de l'Enseignement Secondaire, de la Formation Professionnelle et Technique). The executing agency of this project, the Directorate General for Sectoral Studies and Statistics (Direction Générale des Études et des Statistiques Sectorielles), is positioned as a cross-cutting department within MEBAPLN, and is mainly responsible for the planning, formulation, coordination, monitoring and evaluation of public policies.

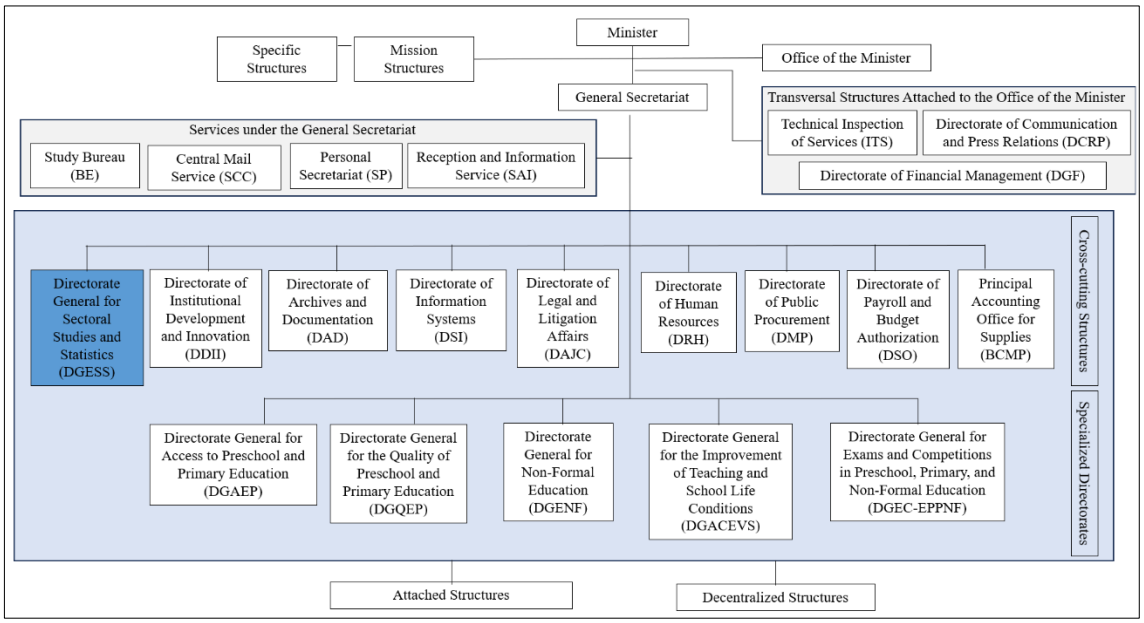


Figure 4: Organizational Chart of the MEBAPLN (Source: Documents provided by the executing agency)

The operation and maintenance of the post-primary education facilities are carried out in accordance with the annual plans formulated by each school's School Management Committees (Comités de Gestion d'École, hereinafter referred to as "COGES") and Parents' Association (Associations des Parents d'Elèves, hereinafter referred to as "APE"), which include minor repairs to facilities and the management of classroom furniture. The members of COGES consist of the school principal as the Secretary General, along with a treasurer, representatives from APE, and representatives of the teachers, among others. Meanwhile, representatives from APE are selected within the community. According to the questionnaire survey conducted at the target schools, cleaning of classrooms at all schools is performed by students on a rotational basis.

Regarding the teacher deployment status, the executing agency stated that the necessary number of teachers for facility operation has been secured. On the other hand, according to the questionnaire survey of the 29 schools, some schools reported a shortage of teachers in certain subjects[24]. In such cases, the schools respond by hiring temporary teachers known as "Vacataires." In areas with deteriorating security, the shortage of teachers has become a serious problem, as more teachers are becoming IDPs or requesting transfers to safer areas.

Based on the above, it can be considered that the organizational structure of the executing agency is in place. As for the staffing at the schools, although teacher shortages were observed at some schools, they are addressing this by hiring temporary staff, so the staffing structure can be considered generally maintained. On the other hand, while it is attributable to external factors, it remains difficult to address in areas where teachers are leaving as IDPs due to the deteriorating security situation.

3.4.3 Technical Aspect

For large-scale periodic repairs such as repainting work, a system is in place where contractors are selected by MEBAPLN through a bidding process, based on their technical and financial capacity. According to the executing agency, there are no particular concerns regarding the technical capacity of the contractors conducting large-scale periodic repairs. As for minor repairs, such as replacing floor tiles in classrooms and repairing desk-bench units, each school handles them on a routine basis. The facilities constructed and the classroom furniture provided are designed in a way that does not require a high level of maintenance capacity or costs, and local contractors are sufficiently capable of handling such works. Therefore, no particular concerns have been observed regarding the technical aspect of the minor repairs carried out by the schools.

3.4.4 Financial Aspect

According to the executing agency, large-scale periodic repairs are planned based on inspection results, and the necessary expenses are allocated in the budget of MEBAPLN and distributed to the local governments. Based on the obtained data, a certain amount has been allocated annually since 2021 for infrastructure renovation costs, including large-scale periodic repairs. Although the budget cannot be considered ample, it has been continuously allocated within the constraints of limited financial resources.

[24] According to an officer of the education department of Kadiogo Province in the Centre Region, teacher shortages are observed due to cases where assignments are declined when they do not match the individual's preferred work location, as well as due to maternity leave and health problems. It was stated that a minimum level of operational structure is maintained through the hiring of temporary staff. In Kourwéogo Province in the Plateau-Central Region, an officer of the education department expressed the view that there are no issues with teacher placement; however, in phone interviews with school principals, it was pointed out that there are cases where replacements are not assigned, resulting in teacher shortages. They added, however, that for the current fiscal year, replacements have been made and the situation has improved.

Table 9: Infrastructure Renovation Budget for Educational Facilities in the Local Governments (Communes) Allocations (thousand FCFA[25])

Item	2021	2022	2023	2024
Total Budget Allocated to Communes	33,585,643	32,217,800	27,670,526	7,367,658
Of which, Infrastructure Renovation Budget for Educational Facilities	215,600	300,000	300,000	327,999

(Source: Documents provided by the executing agency)

The costs associated with routine operation and maintenance are covered by school fees collected from students and membership fees from APE[26]. According to the questionnaire survey of the target schools, 19 out of 26 schools that were open at the time of the survey responded that they did not have sufficient financial resources to cover routine operation and maintenance costs. As a result, some repairs or purchases are sometimes carried over to the following academic year. COGES and APE carry out repairs and purchases based on the annual plans, prioritizing items of higher urgency. While the available budget is limited, efforts are being made to address needs in a planned manner.

Table 10: Status of Collection of Financial Resources Required for Operation and Maintenance (School Fees and APE Membership Fees) (Responses from 26 Schools)

Sufficient	0 Schools
Somewhat sufficient	7 Schools
Somewhat insufficient	11 Schools
Not sufficient at all	8 Schools

(Source: Questionnaire to target schools)

3.4.5 Environmental and Social Aspect

At the time of the ex-post evaluation, no foreseeable negative environmental or social impacts were identified.

3.4.6 Preventative Measures to Risks

At schools located near underserved neighborhood in the capital city of Ouagadougou or in areas with poor security conditions, incidents of theft have been reported. In response, schools have taken countermeasures such as installing iron grille doors and reinforcing locks.

At A-02: Somgande B, D in Ouagadougou, the absence of a perimeter wall surrounding the school has resulted in students being unable to use the toilets with a sense of security, the presence of delinquent groups loitering on the premises, disturbances such as motorcycles entering the school grounds, and incidents of violence. These issues have made it difficult for

[25] African Financial Community Franc (Franc de la Communauté Financière Africaine: FCFA)

[26] In addition to an annual school fee of 2,500 FCFA per student, an annual APE membership fee of 5,000 FCFA per student is collected. Forty percent of the school fees and APE fees are managed by COGES. Although the use of the funds managed by COGES and APE varies by school, they are allocated for purposes such as the maintenance of school buildings and classroom furniture, salaries for temporary staff, and the purchase of stationery and office equipment.

students and teachers to engage in learning and educational activities in a safe environment. Although the school has taken measures by hiring private security personnel, the cost incurred each time makes it difficult to use such services frequently. Given that there is a case where a school did not have a perimeter wall at the project completion but has later completed the installation with support from the local government (commune) (A-30: Nioko 2 A, B, C), it is required that schools facing safety issues due to the absence of perimeter walls promptly consult with the local government (commune) and proceed with the construction of such walls.

Photo 12: A-02: Somgande B, D, where no wall surrounding the school
(The toilets are located right next to the road. Additionally, tires have been laid out to prevent vehicles such as motorcycles from entering the school grounds.)

At schools in the Centre-Nord Region, where security has deteriorated due to the expansion of activities by Islamic extremists, damage such as broken doors caused by attacks and acts of vandalism has been reported. However, as these risks are largely attributable to external factors, implementing effective countermeasures is difficult.

3.4.7 Status of Operation and Maintenance

The buildings are generally well-maintained. However, the need for minor repairs and improvements was identified in some areas.

(1) Operation and Maintenance of Toilets

The use of the toilets was limited due to unsanitary conditions and, in some schools, an operational practice requiring students to obtain a key from the staff room for each use.

(2) Floor Tiles

Cracking and peeling of some floor tiles were observed. According to the executing agency, it was confirmed that there were no issues with the quality of the tiles themselves, and that poor construction by the contractor was suggested as one possible cause. It was also indicated that some cases may be attributable to user handling, such as moving furniture or applying strong impact.

Photo 13: Floor tiles peeling off in the classroom

(3) Operation and Maintenance of Desk-bench Units

For many of the desk-bench units provided under the project, backboards and tabletops had detached. Some had already been discarded, some had been repaired, while others were being used with the boards still detached but unrepaired. As a result of discussions with the executing agency, the following were cited as causes: 1) three to four students using a desk-bench unit originally designed for two, 2) issues with handling by students, and 3) poor adhesion or material problems. Regarding the issue of student handling, it is necessary to make use of the building and furniture management manual distributed at the time of handover in all schools to raise awareness among students. With regard to quality, the executing agency pointed out that it would have been desirable at the planning stage to have included specifications in the procurement conditions, such as the use of a single solid board (not joined or assembled from multiple pieces of wood) with high durability for the tabletops.

Photo 14: A desk-bench unit with the tabletop detached

Based on the above, no issues have been observed in the policy and system, institutional/organizational, technical aspects related to the operation and maintenance, and environmental and social aspects. However, issues were observed in in terms of the financial aspect, preventative measures to risks, and operation and maintenance status, and some of these

issues are unlikely to be improved or resolved. Therefore, the sustainability of the effects generated by the project is moderately low.

4. Conclusion, Lessons Learned and Recommendations

4.1 Conclusion

The project aimed to improve the learning environment for post-primary education (equivalent to junior high school in Japan) by constructing post-primary school facilities and providing classroom furniture in the three regions of Centre, Plateau-Central, and Centre-Nord. The project's objective was consistent with Burkina Faso's development plans, development needs, and Japan's ODA policy. Although no specific coordination or collaboration was confirmed with other JICA projects or those supported by other donors, the project design was appropriate. Therefore, relevance and coherence are high. The project cost was within the plan, but it did not exactly match the level of outputs, considering that one planned school was not constructed. The project period slightly exceeded the plan. Accordingly, efficiency is high. As for effectiveness, the quantitative indicators, such as the number of classrooms and students, were mostly achieved. Regarding the improvement of the learning and working environment, which was expected as part of the qualitative effects, although some challenges were identified, these effects were mostly achieved as expected. As for impacts, expanded access to post-primary education was achieved. The improvement in the quality of education and the provision of safety and privacy through the installation of gender-segregated toilets were partially achieved. Thus, effectiveness and impacts are high. Regarding sustainability, some issues were observed in terms of financial aspect, preventative measures to risks, and the status of operation and maintenance of facilities, and some of these have limited prospects for resolution Therefore, sustainability 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

(1) Construction of Perimeter Walls Surrounding Schools

Cases were identified where the absence of perimeter walls around schools compromised the safety of students and teachers and hindered the proper operation of school facilities due to incidents such as theft. At schools without such walls, their construction is urgently needed from the perspectives of safety as well as operation and maintenance. In terms of planning and financing for wall construction, schools need to hold consultations with local governments (communes), and further support and engagement from MEBAPLN are also expected.

(2) Promotion of Toilet Use

In many cases, students and teachers were found to avoid using school toilets due to

unsanitary conditions. At some schools, instances were also observed where toilets were kept locked and keys were managed by staff to prevent unauthorized use by primary school children or nearby residents. However, these arrangements have limited toilet use, as students are not sufficiently aware of this operational practice, or the process of borrowing and returning the key was burdensome. In order to create an environment where students can use clean toilets with a sense of security, it is necessary for school principals to take the lead in establishing a proper operational system, including regular cleaning. One possible approach is to involve students in toilet cleaning as part of their routine cleaning activities. When introducing such a system, it is important not to treat toilet cleaning as a form of punishment, but rather to clearly demonstrate its educational value. It is also essential to take measures to promote understanding among parents, students, and teachers, including prior consultations with parents.

(3) Improvement of Delays in School Meal Supplies

Despite the installation of cooking facilities, a situation has arisen where school meals could not be provided for a certain period due to delays in the delivery of food supplies. In the absence of school meals, students who return home for lunch may not come back in time for afternoon classes, while other students attend afternoon classes on an empty stomach without returning home. To address this issue, MEBAPLN needs to establish a budget system that enables the procurement of supplies without delay from the beginning of the school term and to put in place an efficient distribution mechanism.

4.2.2 Recommendations to JICA

None.

4.3 Lessons Learned

(1) Ensuring the Quality of Classroom Furniture and Designing Educational Facilities and Equipment Considering Actual Operational Practices and User-Friendliness

Many of the desk-bench units provided by the project were found to be defective. While factors such as improper handling by students, wear and tear from usage beyond capacity, and age-related deterioration were considered, the executing agency and school personnel have also pointed out that there were issues with the quality of the desk-bench units themselves. At the planning stage, it is essential to set procurement conditions that ensure durability, such as specifying integrated structures with single-panel tabletops made of materials with the highest possible strength and durability, and to conduct rigorous quality inspections during sample reviews and upon delivery.

Furthermore, regarding the blackboards, in some cases, they were installed too high, making them difficult for teachers to use. Additionally, due to the local practice of cleaning

blackboards with wet sponges, water was found to accumulate in the groove of the tray beneath the blackboard, creating unsanitary conditions. This suggests that the design of installed equipment should have taken into account actual operational practices and user-friendliness during the planning stage.

Moreover, no gender signs were attached to the toilets, and some students were unaware that the toilets were gender-segregated. This highlights the need to attach clear and universally recognizable gender signs to toilet facilities.

Therefore, in similar future projects, it is necessary from the planning stage to ensure the quality of classroom furniture and to design educational facilities and equipment with due consideration to actual operational practices and user-friendliness.

(2) Incorporating a Technical Cooperation Component (Soft Component) into Grant Aid Projects to Promote Proper Use and Management of Toilets

To improve the improper use and unsanitary conditions of the toilets, it is necessary to consider raising the awareness among parents, students, and teachers, as well as to establish an operational system for the toilets. However, it was confirmed that while school principals and teachers are aware of the challenges in promoting toilet use, they have not been able to implement concrete solutions at present. To address such issues in advance, it would be effective at the planning stage to assess the situation of toilet use and operation at schools in the target country and, if necessary, incorporate a soft component aimed at establishing a toilet operational system into the grant aid project. This would enable the implementation of appropriate and feasible operation that are tailored to local needs, which is expected to improve toilet utilization, enhance sanitation, and ultimately contribute to a better learning environment.

5. Non-Score Criteria

5.1 Performance

None.

5.2 Additionality

None.

(End)