

Ex Post-Evaluation Brief Guinea: Primary Schools, Phase I



Programme/Client	Primary Schools Phase I, BMZ No. 1996 66 595	
Programme executing agency	Ministère de l'Enseignement Pré-Universitaire	
Year of sample/ex post evaluation report: 2009*/2011		
	Appraisal (planned)	Ex post-evaluation (actual)
Investment costs (total)	EUR 13.5 million	EUR 12.8 million (- EUR 0.7 million)
Counterpart contribution (company)	EUR 0.72 million	EUR 0.32 million (- EUR 0.4 million)
Funding, of which budget funds (BMZ)	EUR 12.78 million EUR 12.78 million	EUR 12.5 million EUR 12.5 million

* random sample

Project description: The programme comprised the construction of 233 primary schools in Central and Lower Guinea, in the regions of Boké, Kindia, Labé and Mamou. Designed as an open programme, it funded the construction of 699 new classrooms together with ancillary construction works (latrines, water tanks, offices and furniture for school management). Further measures were carried out by a number of other donors as part of a national education programme to improve the efficiency of educational administration, raise the quality of teaching, and increase the provision of qualified teachers. The FC project was also part of this nationwide sector programme.

Objective: The overall objective of the programme was to make a contribution to raising the standard of education in the programme region. The programme objectives were to improve access to primary education and to remove obstacles to the education of girls. The overall objective indicator was to reduce the repetition rate. The programme objective indicators were to achieve an occupancy level in the facilities provided under the project of around 25 pupils per classroom and to increase the number of girls enrolling in school.

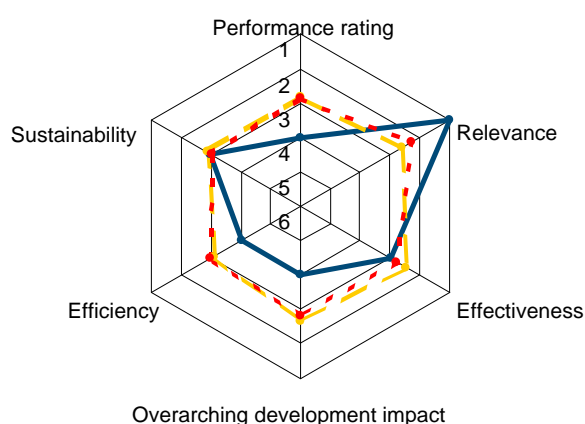
Target group: Children, particularly girls, of primary school age in Central and Lower Guinea, primarily in rural areas within the programme region.

Overall rating: 4

This FC programme has high relevance in terms of development policy and has, in difficult circumstances, contributed to improving the access to educational opportunities in the programme regions. However, given the poor running of the schools and the inadequate contribution made to raising the quality of education, overall the programme is assessed as 'no longer satisfactory'.

Of note: In a problem environment, a robust design can significantly delay deterioration in the condition of school buildings, but it is no guarantee of an acceptable quality of teaching. Overall difficulties in sectoral development had a negative bearing on the efficacy of this FC project, which in itself was soundly designed.

Rating by DAC criteria



— Project
— Average rating for sector (starting 2007)
- - Average rating for region (starting 2007)

EVALUATION SUMMARY

Overall rating: This FC programme was highly relevant. Starting from a very low level, and under difficult circumstances, it has made a contribution to improving access to educational opportunities in the programme regions. However, given the poor running of the schools and the inadequate contribution made to raising the quality of education, the programme is assessed as 'no longer satisfactory'. Additional measures are also required to ensure its sustainability. **Rating: 4**

Relevance: The measures of the FC programme were highly relevant; in the mid-1990s the gross enrolment ratio (GER) in Guinea was exceptionally low, and no priority was being given to the education of girls. At the appraisal stage, there was either no education on offer in the programme regions at all, or there were no suitable premises available. The FC programme placed an emphasis on the education of girls, reflecting the very real discrimination of girls. At the time of appraisal, the results chain – raising the standard of education by improving educational infrastructure – was reasonable, as it was envisaged that under the government-initiated sector programme there would be a clear allocation of tasks between donors, whose contributions would then complement each other (thus removing several constraints at the sub-sector level). The programme conformed with the priorities of German development cooperation in Guinea at the time of appraisal, and this remains the case with regard to current cooperation in the sector (participation since 2008 has taken place via basket funding for the education sector programme, although no disbursements have as yet been made due to the political situation). (Sub-Rating: 1)

Effectiveness: Physical access to primary schools in the rural areas of the programme regions was improved considerably, given the circumstances prevailing. This is reflected in the improvement in the GER, which increased nationally from 45% to 77%. School journeys were shortened and some progress was made in breaking down reservations that existed regarding the education of girls. The programme objectives were largely achieved. However, from today's perspective the corresponding indicators were, to a partial extent, either lacking in clarity or insufficiently results-based. The gender gap continues to exist, but it has at least been partially closed. The GER for girls has almost doubled, from around 33% at appraisal to roughly 66% in 2008/09. The GER for boys at the end of the 1990s was around 70% compared to 85% in 2008/2009. The FC programme has made an important contribution here: in terms of building quality, the FC-funded schools are among the best of the donor-financed schools, and awareness-raising measures have contributed to increasing the value placed on education (including the education of girls). Compared to technical plans, however, the classrooms are under-occupied. The aim had also been to operate on a double-shift system; scarcely any progress has been made in this regard (Sub-Rating: 3).

Efficiency: With regard to the construction measures, efficiency (the production efficiency/input-output) is considered satisfactory. Building costs and construction standards

for school building in Guinea tend to vary by a substantial amount. Construction costs in the FC programme were slightly higher than average, but were appropriate in relation to the robust and low-maintenance designs employed, which predominantly used high-quality materials. The quality of the work carried out was very good, with few follow-up costs to date. However, the cost of the measures to raise awareness in village communities (e.g. participation in site selection, raising awareness over the need for servicing and maintenance), when compared to the limited progress made in anchoring these concepts within changing local actors, was too high. The measures would have to have been continued to be fully effective. Allocative efficiency (ratio of input to impact) is still inadequate, as school operations to a large extent are inefficiently organised (as seen in the patchy levels of enrolment and the relatively small class sizes). Fewer children are being reached than was assumed at the final review, as the classrooms are being used less intensively. The lack of a comprehensive provision of education in terms of class levels (school grades) together with the relatively poor supply of teaching materials seriously impair educational outcomes at primary level. Only a few pupils complete their primary school education (Sub-Rating: 4).

Overarching developmental impact: The German contribution to the attainment of the overall objective (impact) is not satisfactory. The indicator proposed at appraisal was indeed achieved, as the rate of girls and boys repeating a school year has fallen in nearly all programme regions (Boké being the exception) from an average of 27% to less than 19% (2008/09). Guinea is, however, still a long way from the World Bank Fast Track Initiative (FTI) benchmark for completion and repetition rates (52% / 15% nationally in 2008/09 against FTI benchmarks of 100% / 10%). Measured on the basis of FTI benchmarks, the improvements in access to education (the overall objective) still have not led to an improvement in educational quality. The length of time that girls stay at school still lags significantly behind that of boys as the majority of girls leave school after four years. It is worrying that after an initial improvement some indicators have once again deteriorated since 2007/08. This decline is due to the fact that important components of sector programme (and also among the complementary measures) were not implemented. Teaching and planning competence at the Education Ministry have both suffered from political disputes at the national level (Sub-Rating: 4).

Sustainability: In terms of building quality, the FC-funded schools are currently among the best schools in Guinea. Given the challenging environment and the length of time which has passed since some of the schools were constructed, this should be seen as a success. The implementing agency has not yet adopted the construction standards and the building inspection practices used in the FC programme. Despite the relatively good general condition of the buildings at the present time, future long-term sustainability is not guaranteed. This is due to a lack of funding for maintenance work, and the poor level of awareness which still exists in the majority of schools visited regarding the importance of carrying out repairs in a timely manner. The first indications of wear and tear and signs of damage are now visible. Neither teachers nor parents have the financial or organisational capacity to maintain the condition of the buildings, and there is no funding mechanism in place for this

purpose. In the foreseeable future this will have a negative impact on the usability of the schools, which is a prerequisite for the attainment of better educational outcomes. Furthermore the responsible Ministry has not succeeded in increasing the number of qualified teachers at the same rate as the number of schools. The shortage of teachers for classes 1-6 is an obstacle to future improvements in educational outcomes. No sustainable improvement in hygiene has been achieved because of the unreliable water supply in many schools and a lack of commitment on the part of the teachers (Rating: 3).

Notes on the methods used to evaluate project success (project rating)

Projects (and programmes) are evaluated on a six-point scale, the criteria being relevance, effectiveness, efficiency and overarching developmental impact. The ratings are also used to arrive at a final assessment of a project's overall developmental efficacy. The scale is as follows:

1	Very good result that clearly exceeds expectations
2	Good result, fully in line with expectations and without any significant shortcomings
3	Satisfactory result – project falls short of expectations but the positive results dominate
4	Unsatisfactory result – significantly below expectations, with negative results dominating despite discernible positive results
5	Clearly inadequate result – despite some positive partial results, the negative results clearly dominate
6	The project has no impact or the situation has actually deteriorated

Ratings 1-3 denote a positive or successful assessment while ratings 4-6 denote a not positive or unsuccessful assessment

Sustainability is evaluated according to the following four-point scale:

Sustainability level 1 (very good sustainability) The developmental efficacy of the project (positive to date) is very likely to continue undiminished or even increase.

Sustainability level 2 (good sustainability): The developmental efficacy of the project (positive to date) is very likely to decline only minimally but remain positive overall. (This is what can normally be expected).

Sustainability level 3 (satisfactory sustainability): The developmental efficacy of the project (positive to date) is very likely to decline significantly but remain positive overall. This rating is also assigned if the sustainability of a project is considered inadequate up to the time of the ex post evaluation but is very likely to evolve positively so that the project will ultimately achieve positive developmental efficacy.

Sustainability level 4 (inadequate sustainability): The developmental efficacy of the project is inadequate up to the time of the ex post evaluation and is very unlikely to improve. This rating is also assigned if the sustainability that has been positively evaluated to date is very likely to deteriorate severely and no longer meet the level 3 criteria.

The overall rating on the six-point scale is compiled from a weighting of all five individual criteria as appropriate to the project in question. Ratings 1-3 of the overall rating denote a "successful" project while ratings 4-6 denote an "unsuccessful" project. It should be noted that a project can generally be considered developmentally "successful" only if the achievement of the project objective ("effectiveness"), the impact on the overall objective ("overarching developmental impact") and the sustainability are rated at least "satisfactory" (rating 3).