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# PROGRAM EVALUATION FOR USAID / GUINEA BASIC EDUCATION PROGRAM PORTFOLIO

**MAY 2006**

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# **PROGRAM EVALUATION FOR USAID / GUINEA BASIC EDUCATION PROGRAM PORTFOLIO**

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### **DISCLAIMER**

The author's views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.



*Dedication to Development since 1984*  
*economics • education • environment • gender • governance*

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## **Acronyms**

AED	Academy for Educational Development
AEI	(Presidential) Africa Education Initiatives
AGSP	Ambassador's Girls' Scholarship Program
APEAE	Association des parents d'élèves et amis de l'école / Association of student parents and friends of the school (parent associations)
CAII	Creative Associates International, Inc.
C/APEAE (Coordination)	Coordination of associations of student parents and friends of the school / Coordination des associations des parents d'élèves et amis de l'école
CPMF	Conseiller pédagogique – maître formateur / Pedagogical Counsellor – Master Trainer
CRD	Comité rural de développement / Rural Development Committee
DAAF/SAAF	Direction (Service) des affaires administratives et financières / Directorate (Service) of Administrative and Financial Affairs
DPSP	Direction (Directeur) pédagogique sous-préfectoral(e) / Sub-préfectoral Directorate (Director) of Pedagogy
DSEE	Délégation (délégué) scolaire de l'enseignement élémentaire / Elementary instruction school delegation (delegate) / Supervisor
ECOM	Projet écoles communautaires / Community Schools Project
EDC	Education Development Center, Inc.
EDUCOM	Projet d'éducation communautaire en Guinée / Guinea Community Education Project
EFA/EPT	Education for All / Éducation pour tous
ENI	École normale d'instituteurs / Teacher training college
FASE	Fiche d'appréciation de la situation de l'école / Appreciation of the school form (quality diagnostic tool)
FEGUIPAE	Fédération Guinéenne des associations des parents d'élèves / Guinean Federation of Associations of Parents of Students
FONSEF	Fonds national de soutien à l'éducation des filles / National Fund for

the Support of Girls' Education

FQEL (NFQE)	Fundamental Quality and Equity Levels / Niveaux fondamentaux de qualité et d'équité
IDA	International Development Association
IFESH	International Foundation for Education and Self-Help
INRAP	Institut national de recherche et d'action pédagogique / National Institute for Research and Action in Pedagogy
IR	Intermediate result
IRE	Inspection régionale (Inspecteur régional) de l'éducation / Regional Inspectorate (Inspector) of Education
IRI	Interactive radio instruction
MEPU-EC	Ministère de l'enseignement pré-universitaire et de l'éducation civique / Ministry of Pre-University and Civic Education
METFP	Ministère de l'enseignement technique et de la formation professionnelle / Ministry of Technical Education and Professional Training
MIS	Management information system
NFQE (FQEL)	Niveaux fondamentaux de qualité et d'équité / Fundamental Quality and Equity Levels
NGO / ONG	Non-governmental organization / Organisation non gouvernementale
PACEEQ	Participation communautaire à l'éducation de base pour l'équité et la qualité / Community Participation for Equity and Quality in Basic Education
PASE	Programme d'ajustement du secteur de l'éducation / Education Sector Adjustment Program
RTI	Research Triangle Institute
SAGE	Strategies for Advancing Girls' Education
SSP	Service statistique et planification / Statistics and Planning Service
STETP	Support for Teacher Education and Training Program
TAGS	Textbooks for a Global Society
UN	United Nations

UNICEF United Nations Children’s Fund

USAID United States Agency for International Development

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Local community members throughout the country demonstrated enthusiasm for education and are actively participating in building the system. We offer our sincere thanks to the many local elected officials, members of parent associations, and other members of Guinean civil society, for their warm welcome during our field visits.

Finally, we wish to thank all of the implementing staff, particularly from the Links, PACEEQ, and STETP projects, who generously shared their time and documentation with us, and contributed their comments to an earlier draft of this report.



## Executive Summary

In support of its strategic objective of *a quality basic education provided to a larger percentage of Guinean children with an emphasis on girls and rural children*, USAID established the following intermediate results:

Improved sectoral strategic planning, management, and decision-making in basic education.

Improved instruction in basic education.

Improved community participation in basic education.

Improved gender and rural/urban equity in basic education.

USAID/Guinea has invested 57 million dollars for the implementation of its strategy for the current planning cycle (1997-2006). At the beginning of this period, access to primary education had already begun to rapidly increase, but instruction was marked by low quality levels and a weak capacity for system-wide planning. USAID's interventions since 1997 have been of two major types. The first involved collaboration with ministry counterparts for improving planning and instruction. The second has been the reinforcement of communities' capacity to participate in the life of the school.

USAID funded the *Fundamental Quality and Equity Levels* project (FQEL) from 1997 through 2005, with a follow-up project, *Links* (2005-2006). These projects were primarily responsible for intermediate results 1 and 2. They focused on reinforcement and decentralization of ministry capacity in management and planning for quality and equity improvements; improving the quality of instruction, teacher support and supervision; and development and distribution of instructional materials, including radio broadcasts. Another recent (2005-2006) USAID-funded intervention, the *Support for Teacher Education and Training Project* (STETP) is also working to improve the quality of pre-service teacher education and training for primary school teachers.

Community-based interventions began with a series of pilot projects in 1997. Despite some differences, all sought to strengthen capacity of grassroots organizations to increase enrollment and to participate in the co-management of schools. The *Community Participation for Equity and Quality in Basic Education* (PACEEQ) project, which was implemented from 2001 to 2006, incorporated these earlier experiences on a larger scale. Its major activity in the fulfillment of intermediate result 3 was the training of members of civil society and local government for community participation in schools.

Although, from a management perspective, PACEEQ was responsible for intermediate result 4, both FQEL and PACEEQ sought to improve equity for girls and for children from rural areas. Both projects also had activities designed to increase awareness of HIV/AIDS.

Program efficiency, particularly in terms of the technical and managerial capacity of key project personnel, was in general good. Similarly, the level of effectiveness of

these projects has been high. Most of the planned outputs were delivered and both the amount as well as the quality of work was impressive. Project impacts, however, varied considerably among activities.

Decentralization of planning and decision-making has met with relative success, although devolution of budgetary authority has proven more difficult to implement. One example of successful decentralization in planning and management is the development of a reliable management information system, which has permitted a more rational allocation of resources within the system. There is evidence of a shift from centrally-driven decision making to the more broadly participative process that is now an integral part of the Ministry of Primary and Civic Education's (MEPU-EC) regular practice.

USAID's interventions succeeded in strengthening teacher support and supervision capacity at various levels of the ministry and at the school level. Interventions in in-service training as well as in the development and distribution of materials were positively evaluated. However, many factors beyond the control of the USAID projects limited the more important impact that they could have had on the quality of teaching and the resulting academic level of the students. Most importantly, interventions were implemented during a period of: 1) substantial growth in the number of students and schools; 2) decrease in the academic level of the teaching corps; and 3) a continuing lack of educational materials despite considerable distribution by FQEL and other partners.

The impact of activities on community participation is positive and promising. The involvement of communities has helped increase the demand for education and, to a more limited extent, the quality of schooling. These achievements are, however, fragile. The demand for education generated by these activities cannot be always satisfied, and the absence of effective coordinating bodies at the higher levels weakens the potential impact these grassroots organizations might have at the national level. One significant consequence of community participation has been the promotion of greater transparency and governance. Democratic principles are taking root in the practices of parent associations and are generating a ripple effect in the political life of the communities.

The situation regarding gender and the rural/urban equity gaps has also evolved positively. All USAID-funded projects have made substantial contributions to these goals, but it is difficult to isolate specific impacts because of the multiplicity of interventions on the part of the government, other technical and financial partners, and members of Guinea's civil society.

# 1. Introduction

## 1.1 Country background

For more than twenty-five years after Guinea declared independence from French colonial rule in 1958, the education sector, reflecting the anti-colonial stance of the country's leadership, promoted the idea of education for self-sufficiency. Primary school students were taught in one of eight national languages, with French taught as a foreign language beginning in the third year of instruction. After the death of Sekou Touré in 1984 and a subsequent military coup in 1985, Guinea's educational indicators were low. According to various estimates, illiteracy rates stood at approximately 72%, and primary gross enrollment rates for girls were among the lowest in the world, estimated at less than 25% of the school population.<sup>1</sup> In the mid-1980's, Guinea's education system embarked on its first set of reforms since the Touré era. Most importantly, the language of instruction was changed from national languages to French, and a new program of teacher training was developed to accommodate this change.

## 1.2 Education in Guinea in the 1990s and early 2000s

During the past seventeen years, Guinea has witnessed cyclical waves of planning and donor coordination. In 1989, a system-wide reform under the Education Sector Adjustment Program (PASE) was initiated. During PASE's first phase (1989-1994), a limited number of bilateral and multilateral funders (principally USAID, French Cooperation, and the World Bank) provided conditional non-project budget support for the restructuring of the country's primary education system. Collaborative planning and decision-making among the Government of Guinea and its partners in the education sector was particularly effective, due in large part to two major factors: a very dynamic and well-respected Minister of Education, and the limited number of major funders in the education sector. After the start of the second phase of the project (1994-1999), the relatively broad participatory planning process that had existed at the beginning of the decade had deteriorated and, at the same time, the number of international donor agencies had increased substantially.<sup>2</sup>

By the mid- to late-1990s, access to primary education had already begun to rapidly increase.<sup>3</sup> However, instruction was still marked by low quality levels and a

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<sup>1</sup> Sources: Margaret Sutton, Karen Tietjen, Amadou Bah, and Pierre Kamano, 1999. USAID/CDIE, *Promoting Primary Education for Girls in Guinea*; Michel Welmond, *Guinea: To projectize or not to projectize? Two different responses to educational reform*, pp. 119-148 in, Jeanne Moulton, Karen Mundy, Michel Welmond, and James Williams (2002); *Education Reforms in Sub-Saharan Africa: Paradigm Lost?* Greenwood Press, Westport, Connecticut.

<sup>2</sup> The original three major donors were joined by the African Development Bank, the Canadian International Development Agency, the European Union, Germany's KfW, the Japanese International Cooperation Agency, and UNICEF, and others, for a total of about 20 external partners. Sources: Welmond, *ibid.*, Juarez and Associates, 1998, *Case study of girls' education efforts in Guinea*, USAID/Global Bureau/WID; and *Programme d'ajustement du secteur de l'éducation: République de Guinée* (n.d.).

<sup>3</sup> Between 1990 and 1997, gross enrollment rates increased from approximately 32% to 51%. Source: *Programme d'ajustement du secteur de l'éducation*, *ibid.*

developing but still weak capacity for system-wide planning based on the collection and analysis of school- and student-level data. Moreover, schools were viewed as the exclusive domain of the state and there was very little community participation. Funding for basic education, particularly at non-central levels, was tenuous at best, and was often influenced by political and military factors.<sup>4</sup> During the shift to project-based assistance under PASE II, there was mounting concern that activities that solely targeted the official educational structure were insufficient to bring about the kinds of change to the educational system that were envisioned in a transition from education for a minority of children to universal primary education.

During the late 1990s, USAID funded activities to improve the quality of education. However, one important contextual element that had implications for USAID's interventions involved the educational preparation of teachers. In 1998, the pre-service training system underwent a dramatic change. Rapidly increased demand for access to education resulted in a corresponding demand for teacher recruitment. Beginning in 1998, ten times more teacher-trainees were recruited compared to previous years, and a new, accelerated program was designed to deploy graduates of teacher training colleges in the education system. During the late 1990s, public sector employment prospects were all but nonexistent. The opportunity to obtain paid employment in education encouraged nepotistic and unscrupulous practices including the falsification of applicant diplomas. The number of teachers trained between 1999 – when these practices became evident - and 2004 – when certain corrective measures were taken – represent a large proportion of the current cadre of teachers.<sup>5</sup>

Guinea's *Education for All* (EFA) program was officially launched in 2002, covering a planning period of 12 years, emphasizing three major areas of intervention: access, quality and management - as a framework for technical and financial partners' interventions. With World Bank financing, the MEPU-EC had already begun to transfer operating expenses to regional and prefectural levels in 2001, continuing through the 2003-04 school year. However, USAID's efforts to promote budgetary decentralization of the educational system through technical assistance have been particularly difficult to implement. Because of conflicts in the neighbouring countries and attempted incursions into Guinean territory in 2001, much of the central government's budget was shifted to the military, and since 2004, few funds have been available for decentralized education structures.<sup>6</sup> Moreover, rapid inflation since that

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<sup>4</sup> For example, soldiers had mutinied in 1996 for payment of back wages, which caused a political crisis including the ouster of Minister Aicha Bah. Whereas in 1995, approximately 50% of budgeted resources went to support Ministry of Education operations, after the mutiny, this proportion was reduced to nearly zero, and regional and prefectural educational offices received no allocations. Welmond, op cit., p. 131.

<sup>5</sup> A total of 12,240 teachers graduated between 1999 and 2004, of a total of 26,897 teachers employed in 2004-2005. They represent 46% of the current cadre of teachers.

<sup>6</sup> In 2001, four billion Guinean Francs (GF) were allocated to decentralized levels of the educational system and by 2002, decentralized funding reached 14 billion GF. In 2003, World Bank funding was suspended pending an audit of discrepancies in the use of funds disbursed in 2001, but 3 billion GF from the national budget was allocated through 2003-04 school year; 1 USD = 1500-2000 GF.

In French, the terms "structures déconcentrées" and also "services déconcentrés" are used for all administrative services of the Government found at regional, prefectural, and sub-prefectural levels. The term "décentralisé(e)" is reserved for bodies composed of or including elected representatives of sub-national constituencies. We use the term *decentralized* in the English version of this report to refer to both.

time has had a deleterious effect on the purchasing power of teachers and other salaried workers.

## 2. Methodology

A multinational team of six researchers from Benin, Canada, Guinea, Senegal, and the United States conducted the evaluation research. Team members spent approximately six weeks in Guinea conducting the research, and evaluators met regularly with key members of USAID's education team to plan and coordinate activities. During the first week in Guinea, evaluators met with USAID and key respondents while developing an evaluation work plan, which included the following:

A review of the key topics of the evaluation;  
A data collection matrix by evaluation topic and sources of information;  
Interview and observation guides for site visitors; and  
An overview of site selection methods.

*Review of key topics.* Key topics were drawn primarily from the scope of work of the evaluation, with further input from initial discussions with members of USAID/Guinea's education team.<sup>7</sup> Key areas of analysis included: a review of interventions in the areas of sectoral planning and management, the quality of teaching and learning, community participation, and issues that cross-cut all of USAID/Guinea's education interventions, such as gender and rural/urban equity. Key questions for the evaluation included the following:

What have been the principal capacity-building activities and their effects on policy, sectoral strategic planning, management, and decision-making in education?

What are the contributions of USAID to the quality of teaching and learning in primary schools? How have USAID-funded programs contributed to the goal of quality improvements?

How effective have USAID's efforts been in strengthening grassroots civil society groups? What contribution has community participation had on education?

What is the program's approach to and impact on crosscutting issues of gender and rural/urban equity and HIV/AIDS education?

How sustainable are the strategies, models, and approaches used in the above activities?

*Research tools and methods.* In order to systematize and organize the work of the evaluation team, we prepared several evaluation tools. Based on the guidelines in the scope of work and on an early analysis of various project activities, evaluators developed an overview of topics and sources of information to be used in the preparation of a detailed data collection matrix and interview guides.

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<sup>7</sup> The scope of work for the evaluation is included in the appendices.

After finalizing these tools, the evaluation team developed ten detailed discussion protocols for the various target groups to be interviewed. These guides were developed for Ministry decentralized structures, school principals, teachers, students, implementing partners in community-based education, local NGOs, and for civil society groups including parent associations, coordinating bodies, alliances for girls' education, and rural development committees. Discussion guides were designed to privilege open-ended questions that would stimulate responses. For example, evaluation team members often asked respondents to identify areas in which methods and strategies introduced by projects were most useful to them, how these methods were applied, and with what results.

In addition to interviews, the team also adapted a classroom observation tool originally developed by EDC for tracking change over time. Rather than replicate earlier studies conducted by EDC for its FQEL project, site visitors were instructed to write field notes based on their observations of teacher practices, including interaction with students, the use of active teaching methods and student assessment techniques, the availability of pedagogical materials, and gender-related practices.

The evaluation team also placed a strong emphasis on the collection and analysis of documentation relating to program implementation. Although a thorough document review is important for any evaluation, the team believed that this was particularly important for an education program such as USAID/Guinea's, which is complex and multi-faceted. Moreover, during the nearly decade-long period of the current educational strategy, there had been no external evaluations of the Mission's education program as a whole. The identification, retrieval, organization, and analysis of literally hundreds of documents was a daunting task, but one which was essential to developing a deeper understanding of the various activities funded by USAID and the context in which program implementation occurred.<sup>8</sup>

*Site selection.* Guinea is a relatively large country, encompassing eight administrative regions and significant natural and cultural diversity. Although it was clear that it would not be feasible to conduct site visits in each of the country's 33 prefectures within the three weeks planned for site visits, the evaluation team decided that it was important that each of the administrative regions of the country should be included in our sample.

In addition, we wanted to ensure that priority be given to geographic zones of special interest to USAID. Although the FQEL and Links projects were national in scope, community-based interventions had followed a rollout schedule that varied by geographic zone. For this reason, the Mission's education team expressed an interest in the inclusion of areas at different stages of intervention. Priority zones, therefore, included those with community-based interventions prior to the PACEEQ project (Mamou and Mandiana); areas into which the PACEEQ project had expanded in the earlier stages of its work (Faranah, Kankan, and Tougué); and two areas of more recent interventions (Boké and N'Zérékoré). In addition to these key areas, USAID staff also indicated their interest in visiting prefectures such as Siguiri, in which PACEEQ had not intervened.

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<sup>8</sup> A list of documents reviewed is included in the appendices.

*Site visits.* Based on this guidance, during a three-week period in January and February 2006, team members conducted site visits and observations in each of the country's administrative regions, and in 18 of the country's 33 prefectures.<sup>9</sup> The evaluation team considered a variety of alternatives that would allow coverage of as many sites as possible, including dividing the site visits among two or three site visitors by region. The team decided against this approach for several reasons, one of which was primarily logistical and the others methodological.

From a logistical standpoint, visiting remote areas, many of which were in scarcely populated areas away from the country's few major transportation arteries would make travel extremely difficult. The team was also advised against groups traveling alone in a single car because of the potential of breakdowns in remote areas. The final decision was to travel in at least two sub-teams in caravan. From a methodological standpoint, this approach would also permit greater flexibility in team composition, and sub-teams could be more easily formed based on thematic areas of research. Perhaps even more importantly, such an approach would more easily promote dialogue among all team members, allowing them to share impressions and findings on a near-daily basis.

Although the composition of sub-teams was flexible, for the most part, the team worked in groups of two or three persons. During site visits outside of Conakry, Mbarou Gassama-Mbaye, a specialist in community participation and development, and Abdoul Karim Diallo, a professor and researcher based at ISSEG, conducted visits to community-based organizations. Emmanuel David-Gnahoui, a teacher training and decentralization specialist, and Amadou Tidjane Diallo, Director of ISSEG, conducted many of the school site visits and also participated in meetings with educational officials. Michael Midling, an educational policy specialist and the team leader, and Louise Filion, the senior teacher training specialist and co-team leader, divided their time between school and community site visits, interviews with educational administrators, and discussions and document collection with field-based program implementation staff. In Conakry, all staff conducted interviews and meetings across topic areas. Louise Filion took the lead on the collection of documentary materials, and was aided in the initial stages of categorizing and archiving these documents by Mbarou Gassama-Mbaye.

Field tests of data collection instruments were conducted during the first week of site visits in two rural and one urban zone in Boké prefecture, and the team visited an average of 3 prefectures in each of the other regions. Because of USAID/Guinea's strategic focus, the team placed particular emphasis on site visits to rural areas. Of the 36 sub-prefectoral selected, two-thirds (24) were outside of the prefectural seat.<sup>10</sup> With few exceptions, we were able to visit at least one elementary school in each sub-

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<sup>9</sup> Site visits were conducted in the following prefectures: Boké, Coyah, Kindia, Dinguiraye, Faranah, Kissidougou, Kankan, Kouroussa, Mandiana, Siguiiri, Labé, Tougué, Dalaba, Mamou, Beyla, Lola, Macenta and Nzérékoré.

<sup>10</sup> Sub-prefectoral site visit areas outside of Conakry were conducted in: Beyla-Centre, Boola, Boké-Centre, Kamsar, Sangarédi, Tanéné, Coyah-Centre, Dinguiraye-Centre, Koba, Banian, Faranah-Centre, Tiro, Kankan-Centre, Damankanyah, Friguigbé, Kindia-Centre, Molota, Sanguiana, Sangardo, Labé-Centre, Bossou, Gama-Béréma, Lola-Centre, N'Zoo, Bofossou, Kantoumanina, Mandiana-Centre, Niantanina, Bouliwel, Dounet, Mamou-Centre, Ouré-Kaba, N'Zérékoré-Centre, Samoé, Siguiiri-Centre, and Tougué-Centre. In Conakry, site visits were conducted in Kaloum, Dixinn, Matam, and Ratoma



prefecture. We also conducted interviews with prefectural and regional education administrators in each of the areas we visited, as well as with members of 13 parent associations, 18 coordinations, and 15 alliances for girls' education.<sup>11</sup>

*Data Analysis.* After return from the field-based visits, each sub-team prepared summaries and internal presentations. In addition, team members prepared initial analyses on topics including major conclusions, lessons learned, and prospects for sustainability.

After this initial data synthesis, the team shared preliminary findings in two formal presentations, the first of which was to USAID staff, and the second to key stakeholders including implementing partners and Ministry representatives. Integrating feedback from these presentations, the evaluation team prepared a preliminary draft of findings before departure from Guinea. USAID and implementing partner staff later reviewed a full draft of the report, and generated extensive comments and suggestions for the correction of discrepancies.

#### *Organization of the Report*

The following sections of the report contain chapters entitled *Program Design*, *Program Implementation*, *Discussion and Analysis of Findings*, and *Lessons Learned*. The *Program Design* section presents an orientation to the structure of USAID/Guinea's interventions in education. *Program Implementation*, which is based primarily on documentary review supplemented by interviews, provides an implementation history of various program activities. The *Discussion and Analysis of Findings*, presents the findings and conclusions. The report ends with the *Lessons Learned* from the Guinean experience over the life of the current strategic plan.

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<sup>11</sup> In total, approximately 750 persons were interviewed, including educational administrators (n=137), school directors and DSEE (76), teachers (136), parent association members at the grassroots and coordinating levels (122), members of national NGOs (111), and members of Alliances for Girls' Education (49). Other interviewees included: project personnel; students, and in particular recipients of girls scholarships; women who had attended literacy classes; local elected officials; and religious and other community leaders. A list of persons met is included in the appendices.

### 3. Program Design

The USAID/Guinea 1998-2006 country strategic plan had as its overarching objective *the improved economic and social well-being of all Guineans in a participatory society*. Its strategic objective for the education sector was:

*A quality basic education provided to a larger percentage of Guinean children, with an emphasis on girls and rural children.*

The strategic plan for education began with three intermediate results (IR). A specific result on community participation was later added, and by 2001-02, the education program consisted of the following IRs:

Improved sectoral strategic planning, management, and decision-making in basic education.

Improved instruction in basic education.

Improved community participation in basic education.

Improved gender and rural/urban equity in basic education.

USAID/Guinea invested approximately 57 million dollars for the implementation of its strategy for the period 1997-2006. During that period, its interventions have been of two major types. The first has involved collaboration with MEPU-EC for improving planning and instruction. The second has been in the development of community-based interventions. In addition, USAID has supported a number of smaller initiatives, which are also described below.

#### *Improving Sectoral Planning and Instruction*

In support of the first two intermediate results, USAID funded the *Fundamental Quality and Equity Levels* project (FQEL) from 1997 through 2005, with a follow-up project, called *Links* (2005-2006). These projects focus on building ministerial management and planning capacity and improving the quality of teaching.

The prime contractor for the FQEL project, the Education Development Center (EDC), was responsible for most of the activities relating to improved quality of basic education. Subcontractors included the Research Triangle Institute (RTI), which worked in the area of sectoral planning, and Creative Associates International, Inc. (CAII), which developed and implemented a national student testing program.

Beginning in August 2005, a 14-month *Links* project was implemented to bridge the mission's strategic plans. EDC and project sub-contractors RTI and the Academy for Educational Development (AED) currently support the Government of Guinea through collaboration with the National Institute for Pedagogical Research and Action (INRAP), other MEPU-EC services, and the Ministry of Technical Education and Professional Training (METFP). Goals of the project include: the implementation of policies that redefine and clarify roles and responsibilities for actors throughout the sector; provision of tools and training for more educational planning and strengthened financial and statistical management systems; and support for curriculum reform and

pre-service teacher education. During the bridging year to its new strategy (2005-2006), USAID also funded the *Support for Teacher Education and Training Project* (STETP), which engages American volunteers in teacher training colleges with the goal of improving the quality of pre-service teacher education.

*Community participation and equity*

Beginning in 1997, USAID funded three pilot projects, *Support for Community Education* (EDUCOM), *Promoting Community Participation in Basic Education* (ECOM), and *Strategies for Advancing Girls' Education* (SAGE). As a result of the experience of these pilot projects, the *Community Participation for Equity and Quality in Basic Education* (PACEEQ) project was implemented in 2001. PACEEQ is led by World Education/Guinea with the participation of Save the Children, EDC, RTI, and the Academy for Educational Development (AED). PACEEQ works primarily at the grassroots level in rural areas. The project promotes increased participation of the parent associations and other civil society organizations in decision-making, and in the mobilization and management of resources for primary schools.

In addition to the two major areas of intervention described above, other projects and funding sources include the U.S. Presidential Africa Education Initiative (AEI), which provides funding for girls' scholarships, in-service and pre-service teacher training, and textbooks. Fast Track Initiative funding has provided support for Education for All workshops and conferences.

Approximate funding for these projects is as follows:<sup>12</sup>

Support for Community Education (EDUCOM)	\$3,895,120
Promoting Community Participation in Basic Education (ECOM)	\$1,498,817
Strategies for Advancing Girls' Education (SAGE)	\$2,000,000
Community Participation for Equity and Quality in Basic Education (PACEEQ)	\$14,630,000
Fundamental Quality and Equity Levels (FQEL)	\$20,091,826
Guinea Links	\$ 3,500,000
Support for Teacher Education and Training Project (STETP)	\$395,000
Ambassador's Girls Scholarship Program 2004-2005	\$850,000
AEI Teacher Training	\$2, 850,000
AEI Textbooks for a Global Society	N/A

<sup>12</sup> All figures except AEI provided by USAIG/Guinea; PACEEQ as approximated in SOW; FQEL based on actual expenditures as reported by EDC in reimbursement claim for 9/05; AEI figures for AGSP from PACEEQ technical proposal and annual budget; teacher training funding computed from budgets provided by AEI training coordinator, USAID/Washington. No information on funding for textbooks was available at the time of this report.

Participant Training	\$1,660,712
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## 4. Program Implementation

### 4.1. Sectoral strategic planning, management, and decision-making

With the goal of improving sectoral strategic planning, management, and decision-making within the educational system, the FQEL project targeted four major sub-results, as described in the following sections:

Support for a participative process leading to multi-year strategic planning at progressively decentralized levels of the educational system.

The incorporation of quality and equity targets in educational plans at all levels of the system.

The development of reliable statistical measures and their use in strategic planning and allocation of human and financial resources.

Support for the decentralization of budgetary planning and financial management through the strengthening of capacities at progressively lower levels of the education system.

#### 4.1.1. Strategic planning

In assisting the Ministry to develop a planning framework and a strategic vision for primary education, the FQEL project began its work with a steering committee comprised of high-level MEPU-EC cadres. This committee was charged with ensuring strategic orientation and planning, coordination, and monitoring and evaluation of the educational system. There were various technical workgroups under the direction of the steering committee, most notably a strategic planning group, which prepared analyses and recommendations.

Among its other activities, the project facilitated a series of consultations with government and community representatives including media, religious leaders, unions, and academic and consulting organizations. As a result of these discussions, an official planning framework for the steering committee was adopted in 1998.<sup>13</sup> From late 1998 through 2000, the Ministry initiated a process of decentralized planning although most of the capacity building activities with MEPU-EC were still conducted at the central level during FQEL's first phase.

FQEL's decision to pursue support of prefectoral planning was also the result of extensive discussion, negotiation, and analysis of Ministry statements agreeing to this approach, as well as a review of agreements with other funders.<sup>14</sup> By 2003, FQEL began to work with Ministry and other development partners, to institute training for annual planning at prefectoral and sub-prefectural levels. The goal of these exercises

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<sup>13</sup> Arrêté N° 3600, 1998. *Portant Attributions, Composition et Fonctionnement du Comité de Pilotage du MEPU-EC.*

<sup>14</sup> For example, indicators of decentralized management are key conditions in an agreement between the Government of Guinea and the World Bank for funding the second phase of *Education for All*, which was initially expected to start in 2005.

was to assist local level school administrators and members of civil society to systematically evaluate and quantify needs for improving education.

In an analysis of its support for planning at the local level, a FQEL report found that mastery of budgeted planning techniques acquired during these sessions was highly variable and required improvement in their plans and processes.<sup>15</sup> Project staff assisted in streamlining the planning tools for use during subsequent years, and shifted their focus away from annual planning, and in 2004-05, the project began supporting the development of three-year educational plans at the prefectoral and communal levels. These mid-term educational plans are elaborated through a participative process involving educational administration cadres, local authorities, NGOs and other civil society organizations, and members of the general population.

Although the Guinean government had for some time indicated its willingness for NGOs and other organizations representing civil society to convene meetings relating to educational policy, prior to 2004, there were no official policy documents establishing an effective role for grassroots organizations such as parent associations. Because of this perceived need, several projects, including FQEL and PACEEQ, began to support the Ministry in the development of an official policy in this regard. In 2004, a commission was created to study the role of communities in education,<sup>16</sup> and in 2005, a ministerial circular specified the roles of parent associations in the system, explained parental and community representation at each level of the system, and described the general activities these actors should undertake to improve education.<sup>17</sup>

#### ***4.1.2. Planning for quality and equity***

One of FQEL's major early objectives was to support the development of quality criteria for education. From 1998 through 2001, a series of consultations at the regional and prefectoral levels led to the definition of several quality indicators. The first set of indicators focused on access and equity, availability of teachers and classrooms to allow for reasonable class sizes; the proportion of teachers with appropriate credentials; and availability of textbooks in the school. These criteria were later expanded to include indicators of effective school-community partnerships and teacher support mechanisms, characteristics of effective teachers, and the availability of instructional materials other than textbooks.

The project also assisted in the improvement of a primary school statistical census form for the annual collection of school-level data to be used in aggregate reporting, planning, and management of the educational system, as well as the development of

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<sup>15</sup> Jennifer Spratt, Research Triangle Institute (RTI). *Report on FQEL Phase 2 Milestone 3.3*, March 2005.

<sup>16</sup> Arrêté N° 0343 / MEPU-EC / CAB, 2004. *Portant création de la commission mixte*; cited in *Rapport d'achèvement du jalon indicateur 3.4 de la phase 2 du projet*, Ibrahima Diakité, juin 2005.

<sup>17</sup> Note circulaire n° 0999 / MEPU-EC / CAB, 2005. *Fixant le cadre général du partenariat et de l'intervention des Associations des Parents d'Élèves et Amis de l'École dans les établissements scolaires et au sein du système éducatif*. This circular was produced after a July 2005 workshop on school and community partnerships focusing on the role of APEAEs. The workshop included central MEPU-EC officials, CRD representatives, directors of schools and principals of colleges, APEAE, APEAE coordinations, local NGOs, and partner institutions including *Plan/Guinea*, *Aide et Action*, FQEL and PACEEQ.

an instrument for evaluation and planning by schools and communities. This latter instrument, the *Fiche d'appréciation de la situation de l'école*, based on the school-level quality criteria, was first developed for use by school staff in 2002. It was later revised with assistance from the PACEEQ project in 2004 to better facilitate its use by community actors during the school-community planning, management, and evaluation processes.

#### ***4.1.3. Use of statistical measures as a planning tool***

Although an educational data collection existed prior to FQEL interventions, data management and analysis capacities were limited, particularly as they pertained to quality of education. By 1998, after initial consultations on quality indicators had been undertaken, the heads of various Ministry departments agreed to the development of an indicator-based system for policy analysis and planning. After quality indicators were endorsed and applied in 1999, data were analyzed in terms of their relevance to teacher distribution and for the identification of schools in urgent need of construction. By 2000, as a result of consultations in nearly all sub-prefectures, prefectures, and regional inspectorates, data were used for the distribution of newly trained teachers.

The project has supported the training of Ministry staff in basic computer literacy, data entry, and the production of indicators and statistical tables at increasingly decentralized levels. In 2003, the Ministry piloted this process of data entry and management in the five communal education directorates in Conakry. In 2004, this process was extended to the prefectural level. Electronic versions of annual databases are now accessible in all prefectures, and prefectural education administrators compile annual statistical yearbooks.

#### ***4.1.4. Decentralization of budget and financial management***

One aspect of the initial FQEL project plan was to assist in the decentralization of budget and financial management duties to the level of Guinea's eight administrative regions. In 1999, the project, in collaboration with MEPU-EC's auditing unit, undertook training in supply, stock management, inventory, auditing, and public accounting for administrative and financial services staff in regional and city offices, as well as for the staff of teacher training colleges. More recent efforts have focused on standardized, objective-based budgeting and projection models including cost-projections for use at decentralized levels of the system.

During the period of FQEL interventions, over \$2 million of project funds used for teacher training at the regional and prefectural levels were disbursed through the regional and prefectural administrative and financial services (SAAF). However, because of a lack of operational resources at decentralized levels in recent years, there have been fewer chances to utilize the skills acquired during financial training sessions. Also, SAAF personnel tend to be teaching staff close to retirement age with no formal credentials in accounting or finance, and are often rotated into other posts in the educational system.

## ***4.2. Improved instruction in basic education***

Three sub-results were defined to achieve the intermediate result of improving instruction in basic education: 1) improved quality of elementary school teaching, primarily in-service training for teachers and strengthening teacher support and supervision; 2) improved instructional materials development and distribution; and 3) development of a national evaluation policy and achievement testing. To identify the needs and priorities, two studies were carried out at the beginning of Phase I.

EDC, the prime contractor for the FQEL project, first conducted a situation analysis of the elementary education sector in Guinea. The report discussed topics such as curriculum and materials development, in-service teacher training, control, monitoring and assessment of education, production and distribution of school manuals and instructional materials, and educational equity initiatives.<sup>18</sup>

FQEL staff also conducted more specific research on Guinean classrooms to better enable them to define instructional strategies for improving quality and equity in schools. Their reports described several shortcomings of the educational system: the dominant mode of instruction was teacher-centered; questions were largely based on recall; punitive practices were common; teachers often worked in isolation; and students were passive learners, repeating and copying with little active involvement.<sup>19</sup> An important outcome of these studies was the decision to build on the previous Guinean experience in the use of radio for educational purposes and to introduce the interactive radio instruction (IRI)<sup>20</sup> model, which had been used with some success in other countries.

Subsequent research was used to guide the design of the content of in-service training activities. For example, a diagnostic test of basic competencies in French, mathematics and sciences was administered to a sample of 510 teachers in 113 schools.<sup>21</sup> The results identified very weak competencies in reading comprehension and mathematics among teachers.<sup>22</sup> To address this situation, subsequent in-service training sessions have included activities to increase their knowledge of the curricular content.

From the beginning of the project, gender was integrated into strategies for improved teaching and learning, materials development, and teacher training. At the end of 1998, all pedagogical materials writing teams received training on gender equity related issues. During FQEL's first phase, care was taken to ensure that all print and audio-visual materials fairly portrayed genders roles. A special section on gender was also included in the teachers' guides for grades 3 to 6.

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<sup>18</sup> EDC, Fundamental Quality and Equity Levels (FQEL). *A situation analysis of basic education in Guinea*, 1997.

Fundamental Quality and Equity Levels (FQEL). *Instructional strategies for Guinean schools*, Mike Laflin, Thelma Khelgati, Katherine Yasin, 1997.

<sup>20</sup> Interactive radio instruction (IRI) is defined as "radio programming designed to deliver direct instruction to students involving both the teacher and the students in active learning, and modeling for teachers student-centered strategies for teaching and learning."

<sup>21</sup> Projet NFQE/EDC-CAII, *Évaluation diagnostique des enseignants dans les matières de base*, Léo Laroche, Jean-François Laroche, Mamadou Cello Diallo, Thierno Oumar Baldé, Abdoulaye Moutaleb Baldet, Ahmed Tidjane Diallo, 2002.

<sup>22</sup> From a sample of questions based on 3<sup>rd</sup> to 6<sup>th</sup> grade texts, average teacher scores were: French, 67%; mathematics, 42%; and science, 62%. Average scores were considerably lower for questions derived solely from 5<sup>th</sup> and 6<sup>th</sup> grade texts.



#### 4.2.1. Improved quality of elementary school teaching

##### *In-service teacher training*

FQEL had substantial input in the design of a teacher-training model. The focus of the training was on French and mathematics for all grades, as well as science for grades 5 and 6. The project used a cascade model for the training, and teachers were grouped in small or larger units depending on the activity.<sup>23</sup>

According to FQEL monitoring, the percentage of teachers reached by the workshops, the bimestrial meetings and the interactive radio instruction described below exceeded 85 percent from 1999 to 2004.<sup>24</sup> All elementary schoolteachers throughout the country received a minimum 60 hours of training per school year using what the project termed a “multi-channel” approach.<sup>25</sup> This model was first implemented in 1999-2000 and included:

Weeklong *workshops* during the school holidays focused primarily on student-centered teaching methodologies, the use of FQEL materials, and language instruction techniques.

Four one-day *bimestrial meetings*, designed to provide teachers with a forum to deepen their understanding of proposed pedagogical approaches and discuss implementation issues.<sup>26</sup>

*Interactive radio instruction* broadcasts for teachers and students two to three times a week.<sup>27</sup>

One hour of *peer observation* designed to solicit individualized feedback, support, and encouragement provided by their colleagues to help teachers improve their classroom practices.<sup>28</sup>

During FQEL’s second phase, other activities were also included, such as:

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<sup>23</sup> *Primary (or principal) cluster* are for workshops and teachers are grouped in the prefectural or sub-prefectural capital. *Secondary clusters* at the school level are for bimestrial meetings and other shorter training activities.

<sup>24</sup> A summary table in the appendices presents data on in-service training activities including: the grades targeted, the percentage of attendance and the number of teachers participating in activities.

<sup>25</sup> The project defined multi-channel learning as the use of a variety of channels, including audio, visual, kinesthetic, and tactile mechanisms to transmit a message or learning usually appealing to specific learning modalities.

<sup>26</sup> A total of 24 bimestrial meetings were held, four each year from 1999-2000 to 2004-2005, and thereafter in a series of three quarterly meetings under the follow-up Guinea Links project. Topics covered include reading, student evaluation, student-centered teaching methodologies, peer observation, group work, gender equity, mathematics, participatory supervision, time management, and HIV/AIDS. The number of teachers participating in these bimestrial and quarterly meetings has continuously increased throughout this period, nearly doubling from 13,802 in 1999-2000 to 23,380 in 2004-2005.

<sup>27</sup> Broadcasts started in the 1999-2000 school year for grades 1 and 2, and since 2001-02 through the present, programs were broadcast each year for all six grades.

<sup>28</sup> Seven series of peer observations were carried out from 1999-2000 to 2003-2004 on specific topics such as group work, gender equity, questioning techniques.

Weekly half-hour *radio programs for teachers (Step by step)* designed to reinforce key aspects of student-centered, equitable teaching and learning practices of workshops and bimestrial meetings.

*Monitoring visits*, designed to provide constructive feedback and collegial support to teachers integrating new pedagogical practices in a pilot reading program.<sup>29</sup>

*Reinforcement circles* in reading<sup>30</sup> and in active pedagogy.

In order to measure the extent to which the contents of the training were used in the classrooms, the project collected data on the changing quality of instructional practices in four consecutive academic years from 2001-2002 to 2004-2005. Results of FQEL monitoring showed a steady increase in the yearly mean across the measured competencies, and a correlation between participation in in-service training activities, in particular the bimestrial meetings, and the use of student-centered learning practices.

#### *HIV/AIDS Education*

FQEL assisted the Ministry in the implementation of several activities on the issue of HIV/AIDS. Project staff included a discussion of this topic in bimestrial meetings and *Step by step* radio broadcasts for teachers. The project also produced 1,500 copies of a reference document for local facilitators and education officials in the regions, prefectures and sub-prefectures. On the recommendation of these authorities, the project distributed 30,000 copies of the revised HIV reference document to elementary and secondary school teachers and directors, support personnel, and other technical and financial partners. The project team also carried out various research studies including a nationwide survey of students and focus groups with teachers. The findings served to prepare teaching strategies on this topic discussed during a workshop. Under *Links*, planned activities included support in the development of a comprehensive HIV/AIDS policy, an action plan for education, and further research on teachers' and students' knowledge, beliefs and attitudes about HIV/AIDS.

#### *Africa Education Initiatives (AEI)*

Guinea also benefited from teacher training funds allocated under the Presidential *Africa Education Initiatives*. These were integrated into FQEL budgets for all of its teacher-training activities from 2002 to 2005, and included workshops, bimestrial meetings, interactive radio instruction, weekly radio programs for teachers, and reinforcement circles.

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<sup>29</sup> Visits were carried out during two years (2001-2003) by FQEL training coordinators and regional or prefectural staff.

<sup>30</sup> The reinforcement circles in reading are built around two parts: an initial three-hour session in which the principal presents a new reading strategy and teaches a demonstration lesson using the strategy in question. The second part of the reinforcement circle takes place a week or two later when teachers present their lessons in front of teaching colleagues.

### *Teacher support and supervision*

Since its inception, the FQEL project has sought to improve the instructional leadership capacity of regional inspectorate staff, prefectural and sub-prefectoral education officials, and school directors. In 1998-1999, the project began with a series of three workshops on teacher support and supervision. Since the 1999-2000 school year, staff from sub-prefectoral directorates and school directors have also been closely associated with the delivery of in-service training sessions and have been trained accordingly.<sup>31</sup>

As a result of a review of Phase I activities, the FQEL project expanded its in-service program to ensure that those responsible for nurturing pedagogical innovation in the classroom and ensuring educational quality have the knowledge, skills and competencies to do so. The training of instructional supervisors was thus added as one of the focal points of FQEL's second phase. In 2002-2003, a series of trainings was offered to local area supervisors (DSEE) and school principals on: 1) pedagogical leadership, including the use of quality criteria in planning school and instructional improvement and participatory teacher supervision; and 2) FQEL approaches and strategies.

Since 2002, and in keeping with the principles of Guinea's *Education for All* plan which calls for the gradual shift of responsibility for all aspects of in-service design and delivery from the central to the local level, FQEL has supported the gradual transfer of responsibility for the logistical and administrative aspects of its in-service program from the central to regional and prefectural levels. In 2003-2004, activities were organized nationwide including roundtables for supervisors, principals, and regional and prefectural directors of teacher education. FQEL and Links also sponsored training for supervisors and school principals on how to lead reinforcement circles as well as sessions for supervisors and their assistants designed to provide these personnel with continued support in their new roles as initiators of in-service training and as supervisors of school principals.<sup>32</sup>

### *Capacity strengthening in research*

Although it was not included as a specific intermediate result or sub-result, FQEL's interventions helped strengthen research capacity, and promoted the use of research in the decision making process. In addition to the research projects on HIV/AIDS mentioned previously, a team from the National Institute for Research and Action in Pedagogy (INRAP), assisted by FQEL international consultants, conducted another

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<sup>31</sup> The new post of Délégation scolaire de l'enseignement élémentaire (DSEE) was created by Ministerial Decree N° 0343 / MEPU-EC / CAB. *Portant création, attributions, composition et fonctionnement des délégations scolaires de l'enseignement élémentaire du MEPU-EC*, and emphasized a supportive role for these field-based personnel in addition to existing administrative duties. These local education supervisors, along with school directors and master teachers facilitated the 24 bimonthly meetings and continue to facilitate quarterly meetings under the *Links* project; they receive a minimum of one day of training for each day of in-service training they are responsible for. Some of them have also been trained in the facilitation of the workshops delivered, and the others participate in the workshops with the teachers.

<sup>32</sup> A second summary table in the appendices presents the workshops delivered for strengthening teacher support and supervision.

study in 2004 on second grade reading levels.<sup>33</sup> The results of this study revealed that teachers were not using all of the pedagogical support materials at their disposal, nor were they using these materials as intended by the developers.<sup>34</sup> In May 2005, the findings were presented and the Minister of MEPU-EC mandated all central services to submit plans identifying actions to be undertaken during the 2005-2006 academic year to improve grade 1 and 2 students' performance and that year was declared "year of reading", with a specific emphasis on the lower grades. A high level of interest in the study attested to the growing awareness of the importance of objective data and sound research to inform the decision making process.

In order to further develop INRAP's capacity in pedagogical research design and implementation, a specific component was formally included in the *Links* project. Three studies are being conducted in 2005-2006, and the research topics were identified by the Director of INRAP as important to advancing their work in the areas of curriculum or instructional materials development.<sup>35</sup>

#### *Pre-service training*

The original FQEL project design did not include activities to be undertaken in collaboration with the institutions in charge of pre-service training. However, in its second phase, FQEL personnel took the initiative to informally involve professors from the teacher training colleges (ENI), who were trained as facilitators. They also encouraged the inclusion of student teachers in workshops and bimonthly meetings and the formation of clusters in teacher training colleges.

Work with pre-service institutions has now been formally included in the *Links* work plan, and several activities support the introduction of a new forty-eight month modular course of study at teacher training colleges. *Links* is also supporting the development of 15 modules on French and mathematics for the six-month campus-based portion of the pre-service program, and of the four practicum-related modules.<sup>36</sup>

In addition to FQEL/*Links* activities, the Support for Teacher Education and Training Project (STETP), which is implemented by the International Foundation for Education and Self-Help (IFESH), complements several of USAID's 2005-2006 activities. STETP's goal is to improve the quality of pre-service teacher education and training for primary school teachers. Six U.S. volunteer technical assistants work in four teacher training colleges (ENI). Activities include theoretical and practical

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<sup>33</sup> Institut National de Recherche et d'Action Pédagogique (INRAP), 2005. *Projet de recherche en lecture – Rapport sommaire d'évaluation portant sur les compétences en lecture des élèves de fin CP2.*

<sup>34</sup> On average, students at the end of grade 2 could identify only 4 of the 20 most commonly encountered words in grade 1 and 2 texts, and 29 of the 54 capital and small letters of the alphabet. The vast majority of students (85%) were not able to read a very basic storybook.

<sup>35</sup> The three studies are on the following topics: 1) performance benchmarks for grades 2 and 4 reading (including a study on teachers' pedagogical practices and beliefs pertaining to reading development); 2) effective instructional practices for multi-grade classes; 3) grades 5 and 6 teachers' and students' knowledge, beliefs and attitudes about HIV/AIDS, and the role of the school and the community in educating youth on this topic.

<sup>36</sup> The first set of modules are being developed in collaboration with ENI professors and the second set with inputs from ENI-based *Pedagogical Counselors / Master Trainers* (CPMF) in charge of practicum supervision. In addition, a multimedia mentor's kit is developed to support the four practicum-based modules.

professional training for student teachers, the upgrading of French and mathematics skills, and assistance in documentation centers in Kindia and Labé.

### *Curriculum development*

FQEL activities have supported the introduction of changes in the curriculum through the development and distribution of teaching materials. The *Links* project is working more directly at strengthening INRAP's capacity to develop the curriculum for a recently adopted competency-based approach. Activities being carried out in 2005-2006 include technical assistance to INRAP in first and second grade curricula for French and mathematics and the development of accompanying multi-channel instructional materials.

### *National teacher education policy*

A national teacher education policy was drafted in 2001 but in 2004, representatives from various branches of the MEPU-EC and partner organizations felt that it no longer reflected the priorities and preoccupations facing the Guinean education system. In 2005, a MEPU-EC technical committee, supported by the *Links* project, was formed to draft a combined pre-service and in-service education policy for elementary and secondary schoolteachers.

#### **4.2.2 Improved instructional materials development and distribution**

Between 1998 and 2000, the FQEL project, in collaboration with INRAP, produced a series of 352 interactive radio programs (IRI) for Guinean elementary schools. The existing studio was upgraded, a second one was installed and equipped, and training was provided to technicians, scriptwriters and support personnel. To facilitate reception of programs, which are usually broadcast during twenty-two weeks of the academic year, nearly 11,000 wind-up radios, including 5,000 purchased with World Bank funds, were distributed to schools. The project reported that more than 90 percent of teachers regularly used the programs until 2003-04. However, broadcast problems in subsequent years have had a negative impact on listenership.<sup>37</sup>

During its first phase, FQEL also assisted with the preparation of classroom materials that encouraged new approaches to teaching and learning. The overall purpose of the materials was two-fold: to offer teachers concrete images of a student-centered, multi-channel learning approach; and to provide teachers with models to follow when designing similar learning situations for their students.

Between 1999 and 2002, the project supported the development and distribution of posters and student workbooks for French and mathematics lessons. The project also supported a reading program for grades 1 and 2, with accompanying booklets and teaching guides, and distributed science kits to schools for students in the upper grades. The project also supplied teachers' guides for the student workbooks and the

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<sup>37</sup> By 2004-2005, due to lack of funding and continuing unresolved issues between MEPU-EC and the Ministry of Communications, morning broadcasts on national radio stations for students throughout the country were cancelled and only 8 weeks of afternoon programming on five rural radio stations were broadcast out of the planned 22 weeks. In 2005-06, with funding from *Education for All*, broadcasts on national radio and five rural radio stations resumed.

interactive radio programs. Teaching guides for these various programs were printed in a sufficient number so that nationwide, every teacher of the targeted grade would receive a copy. Teachers were also provided with the materials to design “big books” and instructed on how to make the necessary teaching aids from local materials.

In 2002, FQEL sponsored a survey on the availability, use and integration of its materials in the schools. Survey results indicated that the most preferred and frequently used materials were the IRI programs and the accompanying pedagogical guides. FQEL noted teachers’ comments on the positive effects of games and songs on the learning environment and on other aspects of IRI’s pedagogical approach, which created a high level of interest and motivation of the students. However, some teachers in the higher grades reported difficulties in using the lesson plans included with the posters and the workbooks.

The study also noted that although a large majority of teachers found the print materials of very high quality, these were not available in sufficient quantity. Despite the large-scale distribution of materials financed by FQEL, by 2003-2004 there was a severe shortage due to a rapid increase in teacher and student population and the fact that many schools had added new grade levels in subsequent years. To address this situation, the project assisted in the development and implementation of a materials preservation and redistribution plan and with primarily World Bank funding through the *Education for All* plan, 7.6 million units of FQEL print materials were reprinted and distributed.

USAID/Guinea was the first mission to develop in 2003 and distribute in 2004 textbooks under the *Textbooks for a Global Society (TAGS)* program, one of President Bush’s *Africa Education Initiatives (AEI)*. A partnership between two historically black American universities (Hampton and Dillard) and INRAP resulted in the design and distribution of 500,000 grades 1 and 2 French Language Arts textbooks to all of the 6,140 primary schools throughout the country, as well as 20,000 complementary teacher guides to accompany the textbooks.

#### ***4.2.3 Development of national student achievement testing policy and system***

In order to assess the impact of the project’s interventions on the academic level of students, a quasi-experimental research using a pre-test and post-test design for administration to a control group and treatment group was developed for achievement testing of a representative sample of students in grades 2, 4 and 6. The tests, developed by a group of Guinean experts with the support of foreign technical assistance, focused on the subjects primarily targeted by the project, namely French and mathematics. The first pre- and post-tests for a control group of second graders was carried out during the 1998-1999 school year. The testing of treatment groups started the following year, when in-service training activities and materials distribution started, and continued for six years.

A longitudinal study report published in 2005 presents the following results between treatment and control groups over six years of interventions. For French, the study showed negative effects in 2<sup>nd</sup> grade, no significant difference in 4<sup>th</sup> grade, and positive effects in 6<sup>th</sup> grade. For mathematics, there were positive effects in second grade and negative effects in 4<sup>th</sup> and 6<sup>th</sup> grades. The report noted that these modest

results after six years of interventions may have been due in part to armed conflicts in neighboring countries that caused instability in the education sector, as well as to rapid growth in enrollment that resulted in a greater than expected lack of pedagogical resources and materials. One bright point, however, was that this study demonstrated positive effects for rural students in all three grades in French.<sup>38</sup>

*National student evaluation policy.* Over the past six years FQEL has also conducted various technical support activities in support of the development of a national policy on student evaluation. Ministry committee members have considered a number of policy alternatives over the past several years, but to date, no formal policy on student evaluation has been introduced.

### **4.3. Community participation in basic education**

Beginning in 1997, USAID funded three pilot projects designed to generalize access to basic education:

World Education's *EDUCOM* project, initiated in 1997, focused primarily on building the capacity of 231 primarily rural existing parent associations and 20 parent association coordinations in Mamou prefecture in middle Guinea.

Save the Children's *ECOM* project, also initiated in 1997, provided assistance to communities without schools in upper Guinea's Mandiana prefecture to build and manage twenty community schools.

The Academy for Educational Development (AED), along with its partner Creative Associates International, Inc. (CAII), initiated the *SAGE* project Guinea in 1999. *SAGE* targeted the creation and development of 19 local alliances for the promotion of girls' education. This project also helped establish a national equity committee, a media task group, and a girls' education fund (FONSEF).

With these pilot projects, NGOs and members of civil society became engaged in increasing access to basic education. Grassroots parent associations, which existed before but were barely functional, were redynamized as a result of the *ECOM* and *EDUCOM* projects. Alliances for girls' education, created with the support of the *SAGE* project, placed a special emphasis on girl's education.

These projects adopted a multisectoral approach, seeking to include members of the educational administration, community organizations, religious, cultural, and ethnic leaders, local businesses, and elected officials. Project implementers also realized that close collaboration with the education ministry and its local offices was essential, particularly if newly constructed schools were to be integrated into the national system.

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<sup>38</sup> The effects for mathematics in rural areas also showed very positive effects for 2<sup>nd</sup> grade students, although in 4<sup>th</sup> and 6<sup>th</sup> grades there were negative effects. *Évaluation réalisée dans le cadre du projet NFQE; Analyse longitudinale*; juillet 2005. This report showed, for all students in grades 2, 4, and 6 respectively: a -2, 0, and +6 point post-test adjusted difference compared with control groups in French, and a +2, -2, and -2 point difference in mathematics. For rural areas, effects for 2<sup>nd</sup>, 4<sup>th</sup>, and 6<sup>th</sup> graders respectively were +3, +2, and +6 in French and +9, -4, and -1 in mathematics.

Building on these pilot projects, *Community Participation for Equity and Quality in Basic Education* (PACEEQ) was implemented from 2001 to 2005, with an extension phase from 2005 to 2006. In 2001, this project continued its work in the Mamou region, but its focus there shifted to supporting the capacity of coordinating structures for parent associations. The project also expanded to Kankan, Faranah and Labé. In 2002, the project began work in the Boké and N'Zérékoré regions, and has more recently expanded to include work with coordinations in Kindia and Conakry.

#### ***4.3.1. Principal local actors***

Since 1997, all of the USAID-funded community participation projects focused primarily on building local capacity through training members of grassroots organizations. These projects mobilized a variety of local actors including NGOs, parent associations and their coordinating bodies, alliances for girls' education, local elected officials, and a national equity committee. These various actors, with the exception of alliances, which are discussed in a later section of this chapter on equity, are briefly described below:

*Non-governmental organizations:* During its first phase, PACEEQ trained 26 local implementing NGOs. During the extension phase, the project continues its activities with 11 of these organizations. These national NGOs act as direct service providers for training and other activities sponsored by the project.

*Associations of Parents of Students and Friends of the School (APEAE):* Before USAID's community-based interventions, members of parent associations were typically nominated to their posts. There were no democratic rules governing the functioning of associations, and student fees were often completely under the control of school personnel. Parents played a passive role and had little if any control over school management. PACEEQ assistance has targeted 650 grassroots parent associations between 2001 and 2005, in addition to those associations targeted in the pilot phase.

*Coordinating structures for parent associations:* PACEEQ has recently focused greater attention on developing a structure to coordinate the activities of parent associations. It is envisioned that these coordinating bodies that have received training at various administrative levels will eventually be responsible for the training of grassroots parent associations.

*Rural development committees (CRD – Comités ruraux de développement):* These local elected officials can act as links between communities and the government, and through their control of local taxes can contribute to education. CRD involvement is therefore a crucial element in PACEEQ's strategy for community development.

*National equity committee and equity sub-committees:* As part of its earliest interventions in Guinea, USAID supported the creation of an Equity Committee. The Committee today continues as a division of MEPU-EC and its principal objectives are the reduction of gender and urban-rural inequalities through information campaigns. Equity sub-committees exist at the prefectural level, but



in general they have no official status and undertake few activities other than those sponsored by the project.

#### ***4.3.2. Training for community participation***

Although it sponsors a number of other activities, such as a small grants program,<sup>39</sup> PACEEQ has primarily emphasized training for community participation. The project has produced a series of training modules that are tailored to the needs of different beneficiaries. Using a training of trainers approach, PACEEQ staff members develop the capacity of local NGOs to train members of grassroots organizations such as parent associations and alliances and their coordinating bodies, and local elected officials. In the sections below, we discuss four categories of training:<sup>40</sup>

Organizational development, planning, and management;  
Decentralization and educational quality;  
Advocacy and negotiation; and  
Health at the school.

##### *Organizational development, planning, and management*

One of the principal themes that PACEEQ has emphasized is training for the development of organizational structures. Depending on the nature of the organization, this training is adapted as follows:

Training for partnering *NGOs* in organizational development and strategic planning. At the beginning of their collaboration with USAID-funded community projects, most NGOs had only recently organized and had little experience with program implementation.<sup>41</sup> PACEEQ trained these organizations in methods of adult education and literacy, as well as in organizational and financial management. During its extension phase, PACEEQ has placed greater emphasis on activities that will increase their sustainability, including assistance in the development of strategic plans and support for the creation of an NGO network.

Training for *parent associations* in internal governance and planning. Grassroots parent associations are the major beneficiaries of training in community development for basic education. Because these associations were poorly functioning at the time of the early interventions of USAID pilot projects and PACEEQ, the first priority of training for associations has been in organizational development.<sup>42</sup>

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<sup>39</sup> The project administers small grants of approximately \$1,000 to schools. Typical projects involve purchase of furniture and materials, and the construction of latrines to encourage girls' attendance and retention. Sub-grants are always contingent on local contributions.

<sup>40</sup> A later section also treats two other training themes, gender equity and HIV/AIDS, which "cross-cut" USAID/Guinea's entire education program. Training by the PACEEQ project and on the topic of HIV/AIDS is delivered as part of the school health module.

<sup>41</sup> The NGOs visited were all formed between 1990 and 1994, with the large majority established in 1994, and many had little experience in the education sector.

<sup>42</sup> Training begins with the development of statutes, internal regulations, and official registration as public interest organizations. It then focuses on structuring parent association offices through democratic processes, the organization of community-wide general assemblies for the development of education plans, the use of rural credit and banks, and basic accounting and financial monitoring.

The *Fédération Guinéenne des Associations des Parents d'Élèves (FEGUIPAE)* is intended to act as the coordinator for parent associations at the national level, but has not functioned as such through the present. PACEEQ has given only limited assistance to that organization, which has been slow to transform into a representative structure. In the extension phase, PACEEQ plans to conduct training sessions with the FEGUIPAE.

*Rural Development Committees.* Elected officials from more than 60 rural areas received training on topics such as institutional development, fund-raising, financial management, decentralization and educational quality, and advocacy and negotiation.

#### *Decentralization and Educational Quality*

Training on quality delivered to grassroots parents organizations covers themes such as: decentralization of the educational system; local teacher recruitment and support; monitoring of teachers and students; school maintenance; improvement of girls' education; acquisition and management of didactic materials; participation in the preparation and conduct of school examinations; and the analysis of school results.<sup>43</sup>

#### *Advocacy and negotiation*

This module includes: discussions of planning, formulation, and presentation of advocacy activities; strategies, preparation and execution of negotiations; and follow-up activities.

#### *Health at the school*

Training is offered to parent associations on a number of health topics. The first training session covers the main sources of illness that were cited in a participatory community needs assessment.<sup>44</sup> This session covers symptoms, treatment, and methods of prevention of the identified illnesses. Other training sessions cover nutrition, vaccination, and hygiene.

### **4.4. Gender and rural/urban equity**

A fourth expected intermediate result of USAID's intervention in Guinea was to increase basic education access, promotion, and retention rates for girls and rural children. This intermediate result differs from the preceding three in that it treats crosscutting themes of gender and rural/urban equity, and HIV/AIDS, which are relevant to all of USAID/Guinea's education projects.<sup>45</sup> The major activities for achieving equity under PACEEQ's strategy are the following:

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<sup>43</sup> A lighter version of training on quality and decentralization is also delivered to parent association coordinating structures and includes the principles of community-based organizational needs assessment.

<sup>44</sup> In addition to health issues, these preliminary participative needs assessments (*diagnostic participatif communautaire*) cover the gamut of local needs in organization, management, and quality in the education sector.

<sup>45</sup> In its technical proposal and performance monitoring plan, PACEEQ divides its activities between the third and fourth intermediate results. For example, parent association training in general was part

*The promotion of gender equity*, primarily through 1) the creation, training, and support for alliances for girls' education and subsequent implementation of action plans for increasing access and retention rates for girls; and 2) training and support to parent associations on issues relating to girls' education, including recruitment and retention.

Establishing *literacy centers* to increase women's literacy rate and their participation as members of parent association boards.

Broadcasting of *rural radio programs* demonstrating creative problem solving to increase enrollment of girls, and at rural schools.

### *Promotion of gender equity*

*Alliances for girls' education.* Between 2001 and 2005, PACEEQ worked with the alliances established by SAGE and assisted in the creation of new ones.<sup>46</sup> Primary criteria used for their creation include choosing areas with low school enrollment rates, especially among girls, and the existence of functional community organizations that can be mobilized for girls' education.

Alliances usually target all the schools in their respective sub-prefectures and each works with an average of 9 schools. In 2004, Alliances were involved in the preparation and implementation of a series of prefectoral, regional and national forums on girls' education, in which members discussed constraints to girls' education and developed action plans geared to achieving the country's *Education for All* goal that all girls complete Grade 6.

A total of 3,000 persons, approximately half of whom are women, received training designed for Alliances. Training modules include: organizational development; financial management; quality of education; gender equity; advocacy and negotiation techniques; and health and HIV/AIDS. The project supports alliances in the development of action plans to increase girls' enrollment, retention, and promotion.<sup>47</sup>

*Parent associations.* PACEEQ provides training in gender equity to all of its civil society beneficiary organizations, which cover topics such as discriminatory stereotyping, children's rights, improving girls' school results, and the inclusion of girls' education goals in local educational action plans. PACEEQ also encourages the election of women to APEAE posts, and in those offices visited by the evaluation team, 34 percent of APEAE officers were women.

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of IR3, while the more specific focus on girls' education is part of IR4. The primary focus on rural communities--at least 70% of the schools where PACEEQ works are in rural areas--was also described in these documents as a means of addressing rural/urban inequities.

<sup>46</sup> PACEEQ has worked in 19 prefectures located in 6 regions with 12 of the original 19 alliances established by SAGE and with 25 new alliances. During the extension phase, the project is working with a total of 44 local alliances.

<sup>47</sup> Action plans typically include strategies for awareness-raising and promotion of measures against unwanted pregnancies, early marriages, and sexual harassment; the identification of out-of-school girls, of school age; the reduction of girls' domestic chores and equitable behavior towards girls at school and at home; the lowering of school-related fees expenses for girls. Other elements of action plans include creating special study groups for girls and awarding prizes for the best girl students.

### *Literacy centers*

With the goal of better involving community members in basic education, PACEEQ supported the creation of 263 adult literacy centers, of which 27 were for women only.<sup>48</sup> The program was originally based on the literacy and numeracy booklets piloted by World Education in Mamou from 1998 to 2000.<sup>49</sup>

The themes are directly related to education issues.<sup>50</sup> Three post-literacy booklets were also being finalized at the time of the evaluation. The duration of the course is of 150 hours for basic literacy and 120 for post-literacy. Members of the community are chosen and trained as literacy instructors, and by the end of June 2005, the project had graduated 5,376 people, of which 46.5 percent are women. The project team noted however, that literacy skills were not integrated into the management practices of parent associations. Because rates of illiteracy among parent association officers negatively impact their effectiveness, particularly in terms of their ability to document activities, the project concluded that more literacy centers and post-literacy activities should be implemented. During the extension phase, 86 of the original centers were reopened in the fall of 2005 for a second cycle of initial literacy, and 90 post-literacy centers were slated to open during the first quarter of 2006.

### *Rural radio*

Rural radio broadcasts in local languages were designed both as an accompaniment to training and also as a means to reach the more than 2,000 parent associations that are not directly involved in PACEEQ activities. The project has financed the development of 44 rural radio segments in the regions of Labé and Kankan.<sup>51</sup> These programs strengthened the expertise of local journalists, who developed scripts and broadcast the shows. The content of the programs, which is based on the parent association training modules, includes topics related to the quality of education, gender equity, governance, financial management, and health.<sup>52</sup>

### *Girls' scholarships*

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<sup>48</sup> Although evaluators did meet with literacy class participants, it was not possible to visit literacy centers because of a tight field visit schedule and because these centers are generally open only at night.

<sup>49</sup> The documents, developed initially in Pular, were transcribed into the three other major local languages (Kpelle, Malinke and Sousou).

<sup>50</sup> The following 16 themes are presented in the reading booklets used in the literacy classes: 1) school supplies; 2) school hygiene; 3) school infrastructures maintenance; 4) HIV/AIDS; 5) involvement of women and young people in APEAE management; 6) child care and the importance of sleep; 7) school enclosure; 8) importance of sending all the children to school; 9) school furniture; 10) gender equitable behaviour in school; 11) importance of providing water in the school; 12) recruitment of and support to teachers; 13) girls' education; 14) school environment (e.g., shade in the court yard and cleanliness); 15) quality standards for community-made constructions; 16) child care and the importance of good nutrition.

<sup>51</sup> *Ndaygou* ("Guiding Light" in Pular) and *Here Sila* ("The Right Path" in Malinke).

<sup>52</sup> In addition to the regions of Labé and Kankan, these programs have also been broadcast in the regions of Boké (Koundara), Faranah and Mamou. Including the rebroadcast of the programs in the two original regions of Labé and Kankan, 400 broadcasts were conducted in 2003 and 2004.

The *Ambassador's Girls' Scholarship Program* (AGSP), funded by the Presidential *Africa Education Initiatives* (AEI), was first implemented in Guinea in 2004-2005. Its objective is to support retention of girls in school.<sup>53</sup> A national steering committee – managed by the National Equity Committee – was established to define selection criteria,<sup>54</sup> and local and sub-prefectoral management committees were established and trained to ensure that the criteria for the selection of schools and girls were respected. In addition, a set of complementary activities were conducted involving women role models, school clubs, tutoring, financing of innovation projects, revision groups, exchange visits, and the celebration of National Girl's Day.

The *EDC Girls' Scholarships Program* was designed in collaboration with PACEEQ and equity committees with the intention to complement the one funded under the Presidential *Africa Education Initiatives*. EDC committed to using 35 percent of the fees received for the achievement of the milestones set in the FQEL contract for the establishment of a scholarship fund for girls. During the 2004-2005 school year, EDC contributed scholarships to more than 2,500 girls from 48 schools that were among those with the highest female drop out rates between grades 5 and 6. All scholarship recipients had access to an accompanying support program, which included the provision of school supplies, six hours per week of tutorial programs in key subjects over a three-month period, and awards to acknowledge their efforts and achievements. Schools participating in the program also received a teachers' resource package composed of instructional materials and sacks of rice.<sup>55</sup>

### *HIV/AIDS*

The FQEL/*Links* and PACEEQ projects both addressed HIV/AIDS as a crosscutting issue.<sup>56</sup> PACEEQ included HIV/AIDS in the training delivered to communities, parent association coordinations, and Alliances. In addition, literacy and rural radio programs also include education sessions on this topic. Parents discuss their knowledge of the epidemic, and trainers present the social and medical causes of the disease, including those activities that make individuals vulnerable, the

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<sup>53</sup> A total of 6,000 scholarships for grade 5 and 6 girls were distributed. In 2005-2006, the number increased to 7,500. The first year this program was implemented by World Education Guinea while for the second year, eight NGOs were contracted directly by World Education headquarters in the US. During the first year, the scholarships were distributed in all regions except Conakry, while the capital city was included the second year. The scholarship package consists of school supplies and books, fabric for a uniform, oil, soap, and rice.

<sup>54</sup> The steering committee included personnel from USAID/Guinea, the director of the American Center representing the US Embassy, representatives from national and international NGOs, UN system organizations and Guinean government institutions oriented specifically towards the promotion of girls' education.

<sup>55</sup> We did not conduct an independent evaluation of the EDC scholarship program. However, an internal evaluation concluded the following: girls' attendance had improved significantly; their perception and attitudes about themselves had evolved positively; parent and community member behavior regarding girls' education improved; the workload at home had decreased for a large majority of girls; home-school partnerships had improved; girls were unanimous in their positive appreciation of the revision classes in terms of academic achievements, and this was confirmed by their results; and teachers' classroom practices had changed for the better.

<sup>56</sup> Activities carried out under FQEL and Links have been described in a previous section.

socioeconomic and psychological consequences of the epidemic, and behavioral changes that can inhibit its spread.

## 5. Discussion and Analysis of Findings

Based on the interviews, observations, and documentary research, the team analyzed the key themes of the evaluation. This section presents the findings in bulleted text, followed by comments from respondents, observations of the evaluation team, analysis, and discussion. The chapter begins with a review of overall program efficiency and effectiveness, and then treats issues related to various aspects of the USAID/Guinea education portfolio and the potential sustainability of its activities.

*Program efficiency, particularly in terms of the technical and managerial capacity of key project personnel, was in general good.*

USAID/Guinea has invested 57 million dollars for the implementation of its strategy since 1997. In general, the human resources and technical inputs during the implementation of the program were appropriate for the production of the expected results and outcomes. Some problems were encountered in terms of either personnel or approaches after the launching of the FQEL and PACEEQ projects, but this is not unusual with such large and ambitious projects. These difficulties were addressed and they did not have a significant negative impact on the quality of the work accomplished. On the contrary, the evaluation team was very impressed by the professional and human qualities of key project personnel, and this view was largely confirmed by the praise and respect they received from their Guinean colleagues.

The evaluation team did not have enough information on budgets and expenses to allow for an overall analysis of the financial efficiency of the major interventions. The FQEL project used considerably more external technical assistance, which is more costly, than did PACEEQ, but this is somewhat understandable given the very different focuses of these projects. But the evaluation team's general assessment is that the funds were used efficiently. Both projects adopted approaches suited to the context. In the case of FQEL, their strategy was based on a situation analysis, research on the realities of the Guinean classrooms completed at the beginning of the first phase, and community-based interventions that drew on considerable experience in the Guinean projects and from nearby countries of the region.

*The level of effectiveness of the major projects has been high.*

Most of the planned outputs have been delivered and the amount of work accomplished by the cornerstone projects' teams is not only impressive but also of very good quality. However, the evaluation team noted that at times the results-oriented contracting mechanisms encourage a "culture of deliverables" among the implementing partners' teams. For example, project staff outside of the top management levels of the two major projects, often tend to explain their work in terms of contractual obligations rather than from the point of view of their relevance to program objectives.

*Building on earlier experiences, the education sector has strengthened its broadly participatory approach to develop consensus for change.*

One important achievement to which USAID contributed was the revitalization of a decision-making culture based on a systematic participatory process, which involved various education stakeholders from the school and community level to the central level. According to many respondents, this represents an important shift from previous practices, which were more centrally driven. The participative decision-making process has become a part of standard procedure at MEPU-EC and is beginning to take root at the regional and prefectural levels.

*An example of a successful participatory process was the development of quality criteria. Although these criteria have not been fulfilled in many cases, they provide common objectives for improving the quality of education.*

The quality criteria were developed as a result of a consultative process that included stakeholders involved in education at various levels of the system. The definition of the quality criteria through a broad national consensus, and the resultant “ownership” that the evaluation team witnessed, is certainly a major achievement.

Nearly all education authorities at various levels of the system cited quality criteria as an important USAID contribution. These respondents, although generally acknowledging that most quality goals are far from being achieved, believe that the criteria provide a valuable standard for setting objectives and monitoring progress.

As a “living document,” quality criteria should continue to be revised through a participative evaluative process. As an example, the evaluation team was struck by the frequent lack of respect among students and teachers for the official time schedule, particularly at the start and end of the school day. Quality criteria, for example, do not currently include any mention of the utilization of time during the school day.

In terms of prospects for sustainability, the quality criteria provide a reference that will remain at all levels of the education system even if their attainment is not fully achieved.

*Improvements in management information system (MIS) have enhanced the strategic planning capacities of the Ministry.*

As was the case for the quality criteria, educational authorities unanimously praised USAID’s contribution related to the school-level data. The MIS is undoubtedly one of the most important and successful USAID contributions to Guinea’s education system. Training in data processing and the preparation of analyses, as well as the resulting capacity to publish statistical yearbooks at the prefectural level, were cited by many respondents as remarkable achievements. Indeed, this system is one of the best that the evaluation team members have seen in the sub-region. Not only have the achievements generated pride among the MEPU-EC cadres, but decision-making and action based on data analysis is also very well anchored in Ministry practices at the central, regional, and prefectural levels.

In terms of prospects for sustainability, the statistical and planning management information tools and processes developed at all levels of the educational system are sustainable, particularly if modest resources are made available for continued



additional training, periodic upgrades of the computer equipment, monitoring of data collection activities at the local and prefectural levels, and publication of annual statistical yearbooks.

*USAID projects have contributed to the development of planning capacity at various levels of the system. Further decentralization would be a very positive step, but this process will be challenging.*

Ministry representatives at various levels of the system were generally positive about the training and tools developed for decentralized planning and management. Without doubt, planning at the regional and prefectural levels that has been carried out in recent years represents an enormous step forward in moving away from a very centralized planning process.

However some criticisms of decentralized planning deserve mention, particularly given the present lack of operational funding. One relatively common criticism from respondents is that these planning exercises create expectations at the regional and prefectural levels that resources for implementation will necessarily follow if a sound plan is developed. Others suggested that plans are sometimes oriented towards activities that planners believe USAID will eventually support. Within this context, some mentioned the limited usefulness in the absence of any resources to implement plans.

For these reasons, although there is potential value in pilot projects at the prefectural level that are currently being supported by the *Links* project, it will be important to review the results of these planning efforts in terms of the actual investment and achievements that result, before further commitments are taken in this area. In terms of sustainability prospects, the planning capacity developed at the Ministry will remain at least in the near future, but it certainly would be strengthened by its use and application if resources allow.

*Efforts have been made to prepare the cadres of the ministry for budget decentralization, but these competences are not as useful as they would be if there were substantial operational resources.*

When asked about the most important USAID contributions to the education sector, no Ministry respondent mentioned the work accomplished and the related training on budgetary decentralization.

Decentralization is a common policy in many countries – and not only on the African continent – but implementation is usually not easy. The FQEL project undertook training under the assumption that budgetary decentralization would occur.<sup>57</sup> However, the development of tools for financial and administrative management and the training of cadres at decentralized levels have not yielded any significant results.

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<sup>57</sup> The decision was based on a number of factors, including a Guinean government accord with the International Monetary Fund on budgetary decentralization education and other priority sectors by 2001; agreement between the Government of Guinea and the World Bank on the credit for funding of the Education for All program; and on the fact that annual budgets of Guinea's National Development Budget since 2001 have included decentralized budget lines.

There are many reasons for this. Perhaps most importantly, there is a lack of consensus on a formal budgetary framework for decentralized services, and there is an unclear division of budget and financial roles and responsibilities between various central level MEPU-EC services. Although financial management services provided by SAAFs have been used by USAID and other donors, due to a lack of government funding for decentralized services, operational budgets have been irregular since 2003 and no operational resources have been made available at the decentralized levels since 2004. To the degree that funders continue to make resources available, there will continue to be a need for budgetary and financial management capacity. However, without Guinean government funding for decentralization of operations, the evaluation team sees weak prospects for the sustainability of this activity.

*In-service training activities were generally well designed and appreciated by teachers and have led to some positive changes, but their mastery and use of proposed methods in the classroom was not apparent in many cases.*

The evaluation team was impressed by the fact that the project succeeded at offering in-service training to the entire primary schoolteacher community, and continued to do so during the rapid expansion of the education system. The training of trainers “cascade” model was used fairly effectively. For example, a detailed facilitator’s guide was provided to all trainers and they worked in pairs; the training of the second and third tiers would usually occur within a few weeks of the original training.

During the meetings with the evaluation team, activities most often cited as useful by teachers were bimestrial meetings and the reinforcement circles. In particular, the roundtables at the beginning of the bimestrial meetings were mentioned as offering good opportunities for teachers to exchange ideas about their difficulties in teaching certain subjects and to discuss possible solutions with their colleagues and pedagogical supervisors. However during discussions with teachers, typically only a few were able to articulate what they had learned. As an example, although most teachers that the evaluation team encountered had been trained in formative and summative evaluation techniques, few could explain these concepts, and still fewer demonstrated mastery of these techniques in the classroom. Similarly, few of the pre-reading or post-reading activities taught during FQEL training were used in the classes we observed.

FQEL monitoring over a four-year period has demonstrated progress in teachers’ use of the approaches and strategies promoted by training, and indeed the evaluation team observed some good practices during the site visits. Whereas punitive practices were described as relatively common eight to ten years ago, the evaluation team observed generally positive and friendly relationships between teachers and their students. Moreover, teachers also commonly solicit student participation even though we observed that in many cases they experienced difficulties identifying or correcting students’ mistakes. Although teacher lecturing and student reading through repetition are still by far the most common pedagogical approaches, some teachers try to reorganize the display of furniture to foster small group work.

Teachers were able to enumerate many actions taken for treating girls and boys equitably in terms of the types of question asked and the activities undertaken by boys and girls, seating position, and responsibility for classroom cleaning. The evaluation

team also regularly observed gender-equitable practices in those classrooms visited. Interviewees consistently noted that these practices have led to more self-confident behavior on the part of girls and to an improvement in their academic results.

*Radio was used in innovative ways and interactive radio instruction (IRI) was very much appreciated by teachers and students.*

Respondents often mentioned that interactive radio instruction (IRI) is very much appreciated by the teachers and their students, and that the songs and the games used during the programs helped students learn. Many also mentioned that the listeners were not limited to the classroom. Rather, parents, out-of-school children and merchants were also interested in the programs. Unfortunately, due in part to broadcast problems, IRI is progressively less used in the classroom.

Despite some criticism expressed in Conakry, the evaluation team found that the use of interactive radio instruction represented a major effort to enliven the classroom environment and to introduce the idea that teaching and learning should not be limited to approaches privileging teacher lectures. In that sense, it was certainly a valuable innovation.

Weekly programs for teachers were not as popular and their broadcast on their only day off was not ideal. But *Step by Step* was certainly a good attempt to provide motivated teachers with an opportunity to develop their skills and deepen their understanding of student-centered teaching methodologies. The use of some segments in a cassette format for the reinforcement circles gives these programs a second chance to reach a larger audience.

Indeed, the use of radio programs – in broadcast as well as in a cassette format – should continue to be envisaged and even strengthened. The capacity to produce such educational programs locally is well developed and, in the current context, the continuing use of these media can certainly contribute significantly to improving the quality of education.

*The involvement of teaching personnel and students from teacher training institutions in project activities was a wise and relevant decision.*

By the end of its first phase, the FQEL project team took the initiative to involve teaching personnel and student teachers from pre-service training institutions in their activities. This was not only a sound decision and highly appreciated by the METFP directorate in charge of pre-service training, but also a step that some respondents suggested should have been integrated into the earlier project design. To ensure consistency, innovations should be introduced in parallel with both the in-service and the pre-service training systems.

Moreover, the quality of pre-service training has serious implications for the in-service activities. The greater the needs of new graduates at the beginning of their professional career, the more difficult it will be to satisfy them through in-service training.

*Pedagogical support and supervision capacity has been strengthened within various levels of the ministry and at the school level, but there continue to be important barriers to implementation.*

Supervisors (DSEE) and school directors that the evaluation team met during the evaluation unanimously acknowledge that supervision and support are instrumental in teachers' professional development and to the improvement of teaching and learning. According to them, the different training workshops they attended and the material supplied by the project increased their knowledge and capacity to organize and monitor teacher supervision in the field. Their everyday practice is better planned and includes:

Monitoring teachers' class preparation.

Monitoring progression in the curriculum and the use of prescribed instructional strategies and pedagogic material.

Class observation documented in reports.

Participative teacher monitoring including model lessons and remediation of teachers' weaknesses.

Use of teacher evaluation tools.

According to respondents, the supervisor's role has shifted from *overseer* to *facilitator*. Supervisors and school directors contend that being trained and equipped for teacher supervision and support is highly beneficial to them and helps them to assess teachers' needs and provide appropriate responses.

Moreover, in addition to the support and supervision competencies of the sub-prefectoral supervisors and principals that have been developed, the FQEL project also strengthened their skills in training design, delivery, and follow-up at the central, regional and prefectoral levels, effectively increasing the likelihood of sustainability. Despite this important progress, there are continuing obstacles to further development of teacher supervision:

Many DSEE have to cover a high number of schools, some at distances of 50 to 70 kilometers.

There are few school directors—nearly three-quarters of Guinea schools do not have a headmaster without teaching responsibilities. This results in little or no supervision for many teachers.

The academic level of teachers is low, and sometimes supervision is abandoned because of a perception that it serves little purpose.

The motivation of teaching and supervisory personnel has been undermined because of their difficult socioeconomic and professional situations. This has been particularly true during the recent period of rapid inflation.

*Teaching materials were often cited as one of USAID's most important contributions. Materials were of good quality and pedagogical approaches were appropriate for teachers with requisite skills.*

Many respondents noted that prior to the interventions of USAID and other funders, very few educational materials were available in classrooms. The teaching materials provided by the project were, therefore, very much appreciated.

Teachers, school directors, and pedagogical supervisors interviewed during the course of the site visits commented positively on the quality of instructional materials produced by FQEL. Users of these materials particularly appreciate the link between the teaching activities and the context of students' daily life, which respondents indicated facilitates learning.

The evaluation team also reviewed the content and sequencing of learning materials and found them to be well balanced and conducive to learning under normal conditions. The project also encourages creation of pedagogical tools based on locally available materials, and this strategy provided at least a partial complement to the learning resources available. Another advantage to this local production is that it becomes part of the schools' heritage and can be used by other classes or schools.<sup>58</sup> Locally produced "large books" displayed in the classrooms continuously expose children to reading practices while they are in school. This not only strengthens their reading abilities but also fosters the pleasure of reading.

*Teachers do not always make an optimum use of the materials and shortages of textbooks persist, particularly at upper grades.*

The academic level of some teachers can, and often does, lead to poor exploitation of the materials. Despite pre-testing, the materials distributed were sometimes too sophisticated for some teachers, as noted in monitoring reports by the project and confirmed by the evaluation team visits. In addition, French, which is the language of instruction, is not very well mastered by many teachers.

In the schools visited by the evaluation team, instructional materials developed with project cooperation were usually available, although some schools either lacked materials or did not use the available ones on a regular basis. The need for textbooks is recognized by nationally defined and adopted quality criteria that include the possession of at least key manuals by every student. Currently, however, materials are much more available for lower grades, especially grades 1 and 2, than for higher levels. Although some textbooks exist for grades 3 and 4, there is an almost complete lack of textbooks for grades 5 and 6, and those few materials that do exist at these grade levels have been used for many years and are in generally very poor condition. This situation has consequences in the teaching methods and outcomes. During the site visits, the evaluation team noted that there are usually only three to five books per class from grades 3 to 6. In most cases, teachers have to write material from these texts on the board, which students then copy into their notebooks, and the majority of students we questioned in classrooms were unable to read aloud what they had written.

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<sup>58</sup> For example, the Kimberly school team in Mamou created its own "museum" of original pieces designed with locally-made materials and set up a loan system to foster their use by neighboring schools.

*Student achievement testing was well designed and implemented. However, the results obtained are disappointing considering the generally good quality of in-service training and materials provided.*

The design and implementation of student achievement testing, as well as the processing and interpretation of data, were conducted in accordance with professional norms. Testing the academic level of schoolchildren in two key subjects, language and mathematics, was done during six consecutive years in order to assess the effects of the project's interventions. The results generally showed very modest effects for students in general, although they were more positive in rural areas.

National competencies in testing and assessment now exist to a certain extent, but there is a need to reinforce the development of an "evaluation culture" in Guinea for the foreseeable future.

*Many factors beyond the control of projects limited the more important impact that USAID's interventions could have had on the quality of teaching and the resulting academic level of students.*

Many of the factors that mitigated the effects of USAID interventions have been discussed previously in this report, but it is important to either repeat or highlight them in order to put into perspective the challenging environment in which the project operated.

Interventions were implemented during a period of rapid growth of the educational system. The number of teachers has nearly doubled over the period of program implementation.

Many teachers do not possess the academic prerequisites to substantially benefit from professional training. Educational authorities in the regions acknowledged that the low academic level of teachers was an impediment to any significant progress in the quality of teaching.

Some of the techniques and approaches used were sophisticated even for many experienced teachers, but this was even more the case for recent graduates.

Although most reforms focus on the promotion of more active and child-centered teaching methods, the introduction of innovations is difficult to implement in overcrowded classrooms.

Instability due to conflicts in neighboring countries disrupted schooling, particularly in affected border areas.

Despite important program contributions, there continues to be a substantial lack of teaching and learning materials. With the rapid expansion of the system, the materials distributed by the FQEL project from 1999 to 2001 became rapidly insufficient. This situation improved somewhat in 2004 with a new round of distribution of FQEL materials by the Ministry, and through the production and distribution of reading books for first and second grades through the U.S. Presidential Africa Education Initiative's textbook project.

FQEL workshops targeted teachers in specific grades, but teachers are often assigned other grade levels. As a consequence, training specific to one grade level, although useful for those teachers that continue to teach at the same grade, loses much of its value when teachers move to other grade levels.

Although the automatic promotion in the sub-cycles frees space for more children in the educational system, those children who would otherwise have repeated grades do not have the prerequisites for achieving the learning objectives of their new grade level.

Participation in in-service training activities does not offer a potential for career promotion. Outstanding teacher performance is not rewarded nor is poor performance sanctioned. Moreover, with the recent devaluation of Guinea's currency, the salary of contractual teachers, which was raised several years ago at 140,000 Guinean francs monthly,<sup>59</sup> now has approximately half of the previous purchasing power. Consequently, many teachers seek alternative employment in order to make ends meet.

Given this context, a much greater deterioration of the teaching quality and decline in the learning levels of schoolchildren would not have been surprising. Seen from this perspective, any modest result in teaching improvement or student learning should be regarded as an important achievement.

*USAID has made a significant contribution in fostering and legitimizing community participation in education.*

In less than one decade, projects such as PACEEQ and its predecessors, have successfully revitalized parent associations in their intervention zones, and have created a demand for further training in other zones. The importance of community interventions was further legitimized by the 2005 publication of a ministry circular acknowledging the important role communities can play in education. Interestingly, although many respondents from the donor community acknowledged USAID/Guinea's pioneering efforts to foster community participation, few educational authorities at decentralized levels spontaneously mentioned this subject when asked to identify key contributions.

*Local actors, to a very large extent, now view the school as belonging to their communities and make substantial financial and in-kind contributions in education.*

These are important achievements in a country where the population had historically viewed the school only as the property of the state. As a result, despite their poverty, rural populations are prepared to make considerable sacrifices to develop local education systems.

During site visits, the evaluation team noted that members of parent associations possess a good understanding of the importance of a quality education, the role that communities can play in the decentralization of the education system, and the

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<sup>59</sup> At the time, this amount was equivalent to US \$70.

activities required for school improvement. They are motivated to improve the quality of their schools, which they believe holds the promise of hope for their children to escape conditions of poverty. Many regularly contribute materials and labor for the construction of classrooms, latrines, walled enclosures, and teacher housing, as well as for school repairs and for regular cleaning of school grounds. In all of the rural communities visited, designated parent association members make daily school visits to monitor students and teaching personnel.

Associations conduct other activities such as school maintenance, tree planting, analysis of quarterly student results, and the organization of review classes, and they also purchase petrol lamps and other materials such as pens and notebooks. Some associations adopt measures to persuade personnel to remain at the school, such as the allocation of land for cultivation, encouragement to marry into the local community, and payment of teachers' salaries.

The movement toward a community-based approach to school finance is becoming a reality in Guinea and respondents cited many examples of effective mobilization of local funds for education. Because of the high level of enthusiasm, commitment, and motivation of the parent association and other community organization members, the prospects for sustainability of activities after the end of the interventions are good. However, many parent associations still have difficulty raising sufficient resources to finance action plans, and will continue to require support in that regard.

*Coupled with training on school quality and organizational management, training in advocacy and negotiation has helped to increase financial support for schools in the target areas.*

Training sessions on advocacy have encouraged community mobilization for school improvement. In several areas, community members indicated that advocacy training, together with the PACEEQ small grants program, helped them to improve schools. Examples of this are:

In the Mamou region, Bouria and Mangol community members solicited the aid of former villagers for the building of schools.

In Tiro, the parent association worked with the local development association and the rural development committee to rehabilitate schools.

Private companies also provide support to schools in several of the areas visited:

The community successfully convinced the large bauxite company (Compagnie Guinéenne de Bauxite) to construct classrooms at a school in Kamsar's Katakodi district.

In the communities of Fahana and Gbata, in Gama Béréma, parent associations used advocacy techniques learned in PACEEQ to solicit funds from a lumber company for the building of classrooms, storage rooms, and latrines.



Advocacy training and other PACEEQ-sponsored activities have clearly generated local interest and action in support of schools. Many local communities are now capable of producing coherent education plans, a fact that has led to increased investment by former village residents, by private companies, and by other bilateral and multilateral funders, many of whom are more reassured that because of better planning and management, their investment will be well spent.

*Training in organizational development and financial management has contributed to a stronger role for parent associations in school management.*

All of the associations in the sample that had received project-sponsored training had opened accounts with rural or community credit banks, and were able to document all deposits and withdrawals. Before the interventions, principals exercised nearly complete control over school resources, but largely as a result of training, the management of funds generated through parent contributions has become the joint responsibility of schools and communities.

One of the unintended results of USAID interventions is that financial management training has often helped small businesses to improve their profitability. As one example among several from our site visits, a tailor who participated on a parent association board told us that he had used his understanding of financial management techniques to purchase cloth at wholesale rather than retail prices and to manage his expanded inventory of materials.

*At the local levels, work with parent associations and other elements of civil society has reinforced concepts of transparency in the decision-making process and in the management of resources.*

Another unintended consequence of training is that the reinforcement of values of participative democracy and transparent management has gone beyond the school walls. A strong level of confidence has been developed between association boards and other parents, contributing to the mobilization of the community in support of school objectives. On a broader scale, civil society organizations, particularly parents' associations, also reinforce local governance through the regular conduct of assemblies and meetings, in which parents are informed about school and association finances. This is an extremely valuable contribution in a country with little recent tradition of decentralized governance and democracy.

*Coordination among civil society groups, including parent associations, remains weak.*

Although there are many positive results at the grassroots parent association level, there is a marked weakness among coordinating structures for civil society groups such as alliances, parent associations, and equity sub-committees. All these organizations have developed action plans, but in general, there is little evidence of coordination among these various stakeholder groups, often leading to a confusion of roles.

In some instances, we did note some signs of progress among parent association coordinating bodies.<sup>60</sup> However, with one exception in Mamou, where PACEEQ and previous pilot projects have worked with for many years, most coordinations did not yet have a clear vision of their roles. PACEEQ hopes to build on the successful experiences with parent association coordination in the commune of Mamou, which has assisted in the training of 58 grassroots parent associations. However, although many parent coordinations have received training, their structures are still weak, and it is too early to assess the sustainability prospects of organizations that have not yet reached a minimum level of functionality.

The coordinating structures at various levels are not yet at the stage where they can play a significant role in supporting the work carried out by the school-based parent associations, nor are they yet capable of promoting association achievements at the higher levels of the education system. At the national level, FEGUIPAE members indicated their appreciation for PACEEQ's approach, and noted that past problems related to establishing a more representative structure were being addressed. They believe, however, that PACEEQ's training will assist them to conduct democratic elections in which grassroots associations will be represented.

Although it is the desire of the PACEEQ project that parent association coordinating bodies should eventually take on the training role that local NGOs have played, it is unlikely that this capacity will exist, at least in the short-term. To ensure such a function for coordinating bodies, a portion of parent associations fees should be used to at least partially finance the coordinating and advocacy role of these higher-level coordinating structures. The regulatory texts of coordinations and the national FEGUIPAE contain language that could allow to revenue-sharing with member associations. However, such a project, which could help to ensure the sustainability of coordinating and advocacy bodies, has not yet been implemented.

*Local non-governmental organizations (NGO) have developed the capacity to effectively implement community development projects, but their ability to generate funding is limited.*

PACEEQ's management and organizational training has increased the capacity of implementing NGOs to develop strategic plans, which have in turn helped some of these organizations obtain other sources of financing for their activities. Most NGOs are now also better able to respond to funders' needs in terms of content and frequency of technical and financial reporting. NGO technical personnel demonstrate a good mastery of the techniques of personnel recruitment, materials resource management, budgeting, and contracts, and some staff members have used their expertise to create new NGOs.

According to both PACEEQ and the NGOs themselves, these organizations have been efficient in implementing activities, and trainees from targeted civil society

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<sup>60</sup> For example, one coordination president mentioned that training in planning helped him to develop a strategic vision within the framework of the national plan for education for all. Another coordination encouraged members to organize transportation for students during the period of 7th grade entrance examinations. In other cases, coordination members use their influence and mobilize funds to attract qualified teachers for their respective communities.

organizations routinely praised the quality of training and support that they received from them.

NGO partners were institutionally weak at the beginning of the program, and most are still highly dependent on PACEEQ's continuing support for assuring their operations. Several NGO representatives indicated a need for further reinforcement in strategic planning so as to be better equipped to operate more independently within the context of an eventual phase-out of PACEEQ.

*Rural development committees have the potential to act as coordinating and planning bodies for local schools.*

Rural development committees represent an important, if fairly recent, target group for the PACEEQ project, but training on education for local officials has already some positive effects. Prior to project interventions, matters concerning local schools were rarely integrated into rural development plans, especially in rural areas, and this practice has now become common. As local elected officials, this group can aid with the funding of schools using tax revenues, and can facilitate collaboration between communities and the government. These committees, which are responsible for local development, can also potentially act as a coordinating structure for various school and community partners.

*In the longer term, continuing support by communities will be based, at least in part, on their perception of tangible returns to education.*

Within the context of *Education for All* and previous government initiatives, PACEEQ and other USAID-funded community-based interventions with parent associations have contributed to raising demand for education in Guinea. Unfortunately, this demand cannot always be satisfied even at the primary level. Many schools accept only a portion of the students that wish to enroll, and secondary schools are inaccessible for a very large proportion of rural youth. Moreover, the employment prospects for graduates is likely to remain weak, and, therefore, the economic returns to education may not meet the expectations of parents. Because of these factors, the current level of enthusiasm and dynamism encountered among parent associations and other community-based organizations for education might fade if the system cannot respond to their expectations.

*Alliances for girls' education play a useful role but their capacity and coordination with other community actors in education needs to be further strengthened.*

The evaluation team noted that alliances for girls' education were committed to helping girls learn and they play a strategic role in increasing girls' attendance in school. Most of them also raise funds through such means as collective agricultural fields and monthly contributions. Several of them have also lobbied local authorities for inclusion of girls' education into education plans and have benefited from resources allocated to them by rural development committees and other local contributions.

Some of the alliances in our sample were more effective than others. For example, those in Beyla and Tanéné are well structured and organized. Their members created

branches in villages and used their own resources to replicate the training sessions they had received to raise awareness of girls' education issues during trade fairs.

Alliances, like parent associations, have action plans with activities for promoting girls' education in their sub-prefectures, and both types of organizations conduct a variety of activities and awareness-raising campaigns. In some cases during PACEEQ's earlier interventions, both alliances and parent association coordination bodies existed at the sub-prefectoral level, which created a confusion of roles. PACEEQ later addressed this issue by avoiding support for the creation of parent association coordination in the same sub-prefecture as an alliance. Nevertheless, there is a need to better coordinate and plan the activities of all school partners at the various levels.

Although all alliances attempt to generate their own resources, the capacity of most of them is limited, and many rely principally on sub-grants from PACEEQ to conduct activities. To ensure sustainability for these organizations, additional training and support on fund raising and lobbying techniques would be beneficial.

*Training has had positive impacts on changing behavior related to gender equity.*

The discourse concerning the importance of girls' education has greatly changed during the intervention period. Community members, especially in rural areas, are more cognizant of the importance of equal treatment for girls not only at school, but also at home. The fact that women now occupy strategic positions in parent associations represents a remarkable improvement in their social status during a relatively brief period of time. Women leaders and professionals are often cited as role models for convincing reticent parents to educate their girls. During discussions with parent associations, for example, the recent election of President Johnson as neighboring Liberia's first woman president was often cited to demonstrate the importance of girls' education.

Girls' education is now included as a key element of local action plans. Communities often organize special study sessions for girls and offer prizes to high-achieving girls. Training in gender equity has helped parents to distribute domestic chores more equitably between girls and boys. Girls' gross enrollment rates in the 19 prefectures in which PACEEQ intervenes have also showed a clear and substantial increase compared to national levels.<sup>61</sup>

In several of the communities the evaluators visited, sanctions against student pregnancies and early marriage are effectively applied. These measures have all contributed to girls' retention in schools.<sup>62</sup> According to several respondents, small

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<sup>61</sup> Data on gross enrollment rates among girls show an increase from 46% in 2002 to 63% in 2005, which represents a percentage increase of 37%. For the same period, data at the national level showed an increase from 63 to 73%, representing a percentage increase of 16%.

<sup>62</sup> Such measures were adopted in Gama Béréma, Koutoumania, and several other communities we visited. In Koutoumania, for example, a 600,000 FG (~\$150 US) fine for men that make girl students pregnant, a 200,000 FG (~\$50) fine for the pregnant girl and a 200,000 FG for parents of girls that marry early. In Guéléмата, parents who refuse to enroll their children or decide to withdraw them without providing adequate reason are charged 50,000 FG. In Beyla, alliance members visited a family that planned to marry their 6th grade daughter. Although they could not dissuade the prospective

PACEEQ sub-grants, supplemented by community contributions for the construction of latrines, have also encouraged girls' enrollment and retention.

*Literacy training is effective at strengthening and diffusing messages on topics such as the importance of quality education but less successful in promoting durable literacy skills in national languages.*

Beneficiaries of literacy training indicated that they now better understand schooling issues and the needs of their children. For example, many mothers indicated literacy training fosters better monitoring of children's nutrition and health. Respondents also indicated that they now more often contribute to school-based activities and monitor children's study habits. Several women that attended literacy classes now also hold leadership positions on the parent association boards.

During meetings with literacy center graduates, the evaluation team was troubled by the fact that many could no longer write their names or read a basic text. After site visits, team members discussed this phenomenon with Guinea's national director of literacy, who agreed that skills of newly literates are fragile, and in the absence of a literate environment in local languages, many quickly return to illiteracy.

In an environment such as Guinea's, which is deprived of educational opportunities for adults, the chance to attend a literacy class appeals to many, despite the effort that it requires. Frequently though, the outcome of attendance and graduation from such programs is a minimum level of literacy skills, which tend to be lost in the absence of opportunities to apply them regularly. However, literacy providers, such as PACEEQ, are usually development oriented and contribute to the improvement of adult general education by focusing on a diversity of topics such as health, education, financial management, or civic education. In this regard, PACEEQ's experience coincides with a major outcome of many literacy programs throughout the world in which understanding the content discussed and delivered during training is often at least as important an outcome as literacy skills.

PACEEQ-supported literacy centers have proven to be very effective at strengthening and diffusing to a larger audience messages on topics such as the importance of quality education and girls' schooling. However, they were less successful in promoting durable literacy skills in national languages. This is largely due to the fact that training is delivered in national languages, but since these languages are rarely written or read in contexts other than literacy classes, there are few opportunities to use and further develop these skills. This is not unique to Guinea; the same situation prevails in most sub-Saharan African countries.

Consequently, there is a need for literacy providers to provide not only post-literacy classes, but also to publish materials in national languages to ensure that these newly acquired skills find some utility. The evaluation team also noted that although the project is currently developing post-literacy materials, all the records and various notebooks that are kept by the PACEEQ-supported civil society organizations, including minutes of meetings, action plans, and records of bank transactions, are

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husband, they encouraged the husband to adopt family planning methods. The girl has not become pregnant, is now in middle school and is likely to continue until at least 10th grade.

written in French. One of the first uses – even if limited – of newly acquired literacy skills could be the keeping of these records.

*The use of rural radio to share the contents of the PACEEQ training with a larger audience has had substantial impact on the issue of communities' involvement in education.*

Not only did rural radio strengthen the training received by the communities that were directly involved with the PACEEQ project, it also brought about changes in those communities that are not in PACEEQ's zone of intervention.

Many respondents, including those in non-PACEEQ areas, expressed their appreciation of rural broadcasts, particularly in terms of their usefulness in mobilizing parent and community support for the school. Some parent association members in non-PACEEQ zones indicated that the radio programs helped them to establish functional structures and partnerships with school administration and to raise funds for their local schools. Other respondents, including parents and teachers, indicated that broadcasts had made them more aware of a variety of issues, including the importance of girls' education, effective strategies for increasing girls' enrollment, and problems related to sexual harassment.

A greater use of educational radio is certainly an option that should be further explored. Radio instruction has been successfully used in Guinean classrooms. It can also be a very powerful tool to convey messages not only about education, but also about many other general interest topics such as health, civic education, governance, and HIV/AIDS, to a diversified audience including women, parents, elderly, and both in-school and out-of-school children and youth. The idea of supporting an exclusively educational radio channel has been explored in the past by USAID/Guinea and it is certainly a project that we believe would be appropriate.

*The Ambassador's Girls' Scholarship Program is very much appreciated and creates emulation among girls and their parents. However girls' domestic chores are not always adapted accordingly.*

Scholarships were valued not only because of the material benefits they provided, but also because of the spirit in which they were presented. They are awarded publicly, and the ceremony offers an opportunity for the community to recognize the best pupils of the locality. Many parents, for example, indicated their appreciation of the scholarship package as a compassionate gesture from American people. As regards the content of the package, rice – which is very meaningful in a context of poverty in which some students take one meal a day – was most often the first item mentioned by respondents as being important.

Respondents told us that the scholarship program has generated emulation among girls and their parents. They also indicated that because of the scholarships program, some parents had reduced girls' housework to enable them to devote more time to the school. However, although association and alliance members often pointed to changing gender roles in the home, we found that among the 20 scholarship recipients we interviewed, 7 indicated that they were still doing substantial household chores throughout the day, including during their noon breaks. Although parents expressed a

desire to see their daughters be succeeding in school, many mothers said they were overworked and needed their daughters' help with family and household chores. Only one person expressed doubts about the program, indicating that instead of providing a scholarship package to individuals, food aid should be given to all students in school canteens.

*USAID projects have contributed significantly to gender equity in education.*

There has been a substantial increase in girls' enrollment and retention in primary school over the life of the current education strategy. Although USAID is certainly not the only technical and financial partner to address the issue of gender equity in education, its programs contributed to triggering a change of mentality and practices at various levels, as well as to progress as measured by key indicators related to girls' education.

Gender equity, as it relates to education and its environment, was incorporated from the outset in the training and related materials that have been provided to the near-totality of pedagogical supervisors and teachers of the country. All didactic materials, including the radio programs, were designed at a minimum to be gender neutral. Even better in many cases, some materials consciously promoted a change in the way in which women and girls are represented. The quality criteria, which were adopted and used nationally, also include a gender equity perspective in terms of girls' access, participation and opportunities for success.

Community-level work with parent associations and related organizations has also emphasized gender equity issues. The training programs for parent associations, their sub-prefectoral coordinating structures, and alliances include a module on gender equity. Similarly, the literacy program and its materials have reinforced the importance of girls' education. Religious figures and other local opinion leaders have also been involved in local area activities, with positive implications for gender equity. These community leaders actively pass on the message of girls' education in mosques, churches, and in a variety of other traditional and professional settings.

The evaluation team has already noted in the previous chapters that gender equity has definitely made its way into classroom practices, and that the various communities and grassroots organizations that USAID-funded projects work with have made substantial contributions to increase the access, retention and promotion of girls' schooling experience.

*USAID's interventions have contributed to reducing the equity gap between urban and rural areas.*

School access and retention in rural areas has improved over the life of the current USAID/Guinea strategy. For example, in rural areas, FQEL monitoring has demonstrated positive effects compared to a control group in French for students in all tested grades that use their materials, as well as positive differences for 2<sup>nd</sup> graders in mathematics. Community-based interventions have also helped to increase demand for education in rural areas, and parents in areas where PACEEQ works now contribute to a much larger extent than previously to improving the school environment. Despite its important contributions in both rural and urban areas,

however, it is also important to note that there are no quantitative indicators reflecting the project's contribution to reducing urban/rural disparities.

Community members and parent associations also took measures to increase girls' retention and promotion in rural areas, and this has certainly contributed to the achievement of objectives related to rural/urban equity. Nonetheless, many rural children are still excluded due to lack of space or teachers. The evaluation team visited many schools that had refused enrollment to children because of lack of space.<sup>63</sup> This rapid expansion in the number of students, in the absence of an equivalent investment of resources, threatens to overwhelm the system and to place at risk any possibility of offering a quality education to Guinean schoolchildren.

*Teachers and community members have a reasonable level of understanding of the factors contributing to the spread of HIV/AIDS and report having changed their behavior.*

Teachers indicated a good understanding of the importance of prevention and the methods for protecting themselves from infection. HIV/AIDS is now part of the school program, although some teachers indicated that they feel uncomfortable discussing sexuality with students and even among their peers. In discussions with community members, the evaluation team found that training on HIV/AIDS has allowed parents to better understand transmission of the virus and the precautions to take to avoid contracting the disease. Teachers and community members also indicated that training on HIV/AIDS had led to changes in behavior.

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<sup>63</sup> For example, in Ouré Kaba, there is a class of 60 first graders (half girls and half boys), but another 120 children had been refused access because of this reason.



## 6. Lessons Learned

In this chapter, we discuss some of the lessons learned from the evaluation in terms of system building and decentralization of planning; teacher training, support, and supervision; educational resources; school-community relations; community involvement in education and literacy.

### *Building capacity for planning*

*The involvement of all stakeholders in a participatory exercise for reaching a consensus ensures ownership of the decisions adopted even if the process takes time.*

*The reinforcement of an entire administrative or pedagogical unit, in contrast to the reinforcement of individuals, brings more value-added to the system.*

In contrast to IR 1, which by design was more process oriented and whose major goals and milestones revolved primarily around building ministerial capacity and broad ownership of the process, the goals of IR 2 were much more measurably outcomes-based. In the case of FQEL's work with the statistics and planning services and its work in planning at the decentralized levels for quality criteria and local educational planning, strong efforts were made in system building through a collaborative process. At the decentralized levels, prefectoral and regional staff point with "pride of ownership" to their capacity in statistics for planning purposes. Under FQEL, the project worked with teams of INRAP staff in specific areas as designated by the institute's director rather than with the institute as a whole. Under Links, however, this pattern has changed to some extent, and research capacity building is now an explicit project objective.

### *Decentralized planning*

*It is important to have a vision, to plan and to establish priorities, but the exercise can become frustrating when there are no resources available for implementation.*

*Before investing resources for the training of cadres and the development of tools supporting planned reforms, it would be judicious to wait for real signs, commitments and actions from the authorities that these will indeed be implemented.*

At least two specific areas of intervention underlie these lessons. Under IR 1, emphasis was placed on the development of local education plans and on the training of decentralized MEPU-EC staff. This broadly collaborative process is essential in developing a more decentralized and more responsive educational system. At the same time, the concern is that education staff and members of civil society organizations at non-central levels may become frustrated with such planning processes if resources for implementation do not follow.

There is another example of an approach that did not achieve its intended result, even though it was based on well-grounded assumptions that funds would follow the principle of decentralization. During the first several years of the FQEL project through 2003, when operational resources were available at decentralized levels, efforts were made to train MEPU-EC staff at various levels in the management of financial and other material resources. For various reasons, including insufficient follow-through on agreed decentralization policy by the Guinean government, and the difficulties associated with the posting of teachers as financial officers, this component of IR1 has had very limited tangible outcomes relative to its objectives.

### *Teacher training*

*Teachers are the most important factor in the success of educational systems.*

*In-service training must respond not only to national priorities but also to local needs identified through the daily practices of teachers.*

*Pre- and in-service training should be seen as parts of one system for ensuring the quality of teaching personnel. Interventions should always target both to ensure that innovations introduced in one are reflected in the other.*

*It is essential to ensure the reliability of student teachers' recruitment procedures.*

*In-service training is the cornerstone of professional development but it can bear fruit only if the level of teachers ensures a minimum of basic competencies and if the individuals are personally and financially motivated to assume their responsibilities.*

*Before the adoption of a new curriculum involving important changes of perspectives, the capacity of teachers to absorb such an important transformation should be evaluated.*

Although in-service training is useful and has been generally well implemented in Guinea, it cannot be viewed as a substitute for pre-service training for individuals with the appropriate academic background. In-service training will eventually have an impact on the academic level of students only if a certain number of conditions are met, namely that teachers are able to assimilate new contents and classroom practices, that they have adequate support and supervision, and that sufficient educational materials are available and utilized. Although the goals of curricular reforms that emphasize student-centered and competency-based approaches are laudable, there should be great concern about the ability of teachers to absorb successive waves of curriculum reforms and the training that accompanies such reforms.

### *Support and supervision*

*The introduction of pedagogical innovations in the classrooms requires close and intensive support and supervision, and those responsible for this function must have the time and resources to perform these duties.*

*The success of reforms depends not only on the support provided by the pedagogical supervisors but also on hierarchical authorities at the regional or sub-prefectoral level who have the power to distribute rewards or sanctions to the teachers. As long as neither training nor performance has an impact on career advancement ladders, teacher motivation will remain a constraint to the evolution of the education system.*

Although much space is devoted to the “performing teacher” in national quality criteria, there are few sanctions or rewards for teacher performance. School directors can play an important role in assuring quality, but expectations in terms of school management and pedagogical supervision cannot be very high when school directors also have a full-time teaching position, which is the case in nearly three-quarters of Guinea’s primary schools.

#### *Educational resources*

*If the teachers’ professional level cannot ensure a minimum of education quality, the availability of school books should be an even more important priority and the use of media or other large-scale communication should be expanded.*

#### *School-community relations*

*The heart of the educational system is the school and interventions should target as a priority: students, teachers, school directors and communities.*

*School directors have a key role to play in the delivery of a quality education and consequently they should be trained and motivated to play this role in close collaboration with parents and teachers.*

Any result obtained in education has to happen at the local level. Regardless of state policies, if communities work with educators, quality schooling can occur, and indeed does occur, even in “fragile” states or states in crisis that have collapsed because of disasters or war.

#### *Community participation*

*Despite their extreme poverty, populations living in rural areas are willing to make sacrifices to develop the education sector, and their investments should be systematically measured.*

Currently, local contributions to education are not measured throughout the country, and these efforts by local governments or associations should be accounted for officially in national reporting on investment in education.

*Training of parent associations in transparent management practices and the democratization of decision processes can have important ramifications beyond education. This can open the door to the creation or the reinforcement of a tradition of democracy and good governance in the political life of the country.*

*It is important to ensure a balance between activities aiming at increasing access and those developing both supply and quality so that community efforts will not be in vain, which in turn can de-motivate them in promoting the importance of schooling. Community efforts might diminish greatly or even disappear if education does not ensure children a minimum of competencies.*

*Literacy*

*Literacy in national languages is difficult to achieve in an environment in which there are few opportunities to practice and reinforce acquired skills. Despite this limitation, literacy classes often serve the equally important functions of providing general adult education and the transmission of important development concepts.*

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## Appendices

## **Appendix A. Summary Tables**

**Summary table 1: In-service teacher training activities between 1999-2000 and 2004-2005**

ACTIVITY	NUMBER	TOPICS	TARGET GRADES	% ATTENDANCE (~No. of teachers)
Workshops	7 (~ 1 / year)	Student-centered teaching methodologies and FQEL materials, language (reading), HIV/AIDS.	G 1-2: 3 workshops G 3-4: 2 workshops G 5-6: 2 workshops	<u>1999/00 - 2004/05</u> 94 – 100 % (6 – 9,000)
Bimestrial meetings	24 (4 / year)	Reading (6), evaluation (5), student-centered-teaching methodologies (3), HIV/AIDS, etc.	G 1-6	<u>1999/00 - 2004/05</u> 85 – 92 % women: 25% (14 - 23,000)
Interactive radio instruction (IRI)	1.5 hour / week for 22 weeks	French (G 1-4) Math (G 1-6) Sciences (G 5-6)	G 1-6	<u>2000/01 to 2003/04</u> 90 % + (18 – 21,000) <u>2004-2005</u> 60 % (16,000)
Peer observations	7 (~ 1 / year)	Group work, gender equity, questioning techniques, etc.	G 1-6	<u>1999/00 - 2003/04</u> 74 – 90 % (13 – 21,000)
Weekly radio programs for teachers ( <i>Step by Step</i> )	0.5 hour / week for 22 weeks	General pedagogy  Student-centered equitable teaching-learning practices	G 1-6	<u>2001-2002</u> 47 % (3/17) <sup>64</sup> <u>2002-2003</u> 32 % (9/27) <u>2003-2004</u> 35 % (7/22) <u>2004-2005</u> 34 % (4/22)
Follow-up visits to teachers	1 / year (2 years)	New reading program	<u>2001-2002</u> G 1-2  <u>2002-2003</u> G 1-4	<u>2001-2002</u> 4,690 60 % <u>2002-2003</u> 6,634
Reinforcement circles 1 (2004-2005)	~ 2.5 / school (1 year)	Reading	G 1-6	10,541 circles ~ 2.5 / school ~ 6 teachers / circle Attendance Session 1: 86 % Session 2: 73 %
Reinforcement circles 2 (2004-2005)	~ 3 / zone (1 year)	Active pedagogy	G 1-6	2,491 circles ~ 3 / zone ~ 19 teachers / circle Attendance : 60 %

<sup>64</sup> These numbers indicate that 47% of the sample of teachers surveyed listened to an average of 3 half-hour programs on the total of 17 broadcast.

**Summary table 2: Workshops delivered to pedagogical supervisors between 1998-1999 and 2003-2004**

YEAR	THEME	DURATION	No. of participants (% attendance)
1998-1999	Student-centered teaching approaches and strategies	4 days	376 former DPSPs
	Student-centered teaching approaches and strategies Facilitation of meetings following <i>Step by Step</i> radio broadcast	3 days	4,000 school directors
	Implementation of action research in the classroom	5 days	446 local/regional education officials
2002-2003	Use of quality criteria in planning school and instructional improvement	5 days	364 DSEEs (92 %) 2, 863 principals of schools with 3 classes or more (86 %)
	Participatory teacher supervision	3 days	(794 + participants) <sup>65</sup>
	FQEL approaches and strategies	5 days	3,495 instructional supervisors who had not served previously as bimestrial meetings facilitators <sup>66</sup>
2003-2004	Reinforcement circles (active pedagogy)	4 days	1,045 DSEEs + assistant DSEEs (98 %)
	Reinforcement circles (reading)	5 days	4,423 school principals (99 %)

<sup>65</sup> Number of participants, including 444 principals, in five of the seven regions (data were incomplete at the time the FQEL report was written). Other participants included: primary and secondary school master teachers, directors of sub-prefectoral education offices, normal school instructors, in-service training specialists, NFQE coordinators, and statisticians.

<sup>66</sup> Including nearly 3,000 principals of schools with 3 or more classes.



## **Appendix B. Statement of Work**

**STATEMENT OF WORK**  
Program Evaluation  
USAID/Guinea, Basic Education Program

**SUMMARY**

USAID/Guinea, via its Basic Education Strategic Objective (SO 3), solicits the services of an evaluation organization to perform a program evaluation.

**BACKGROUND**

Guinea's education sector faces problems similar to many of its Sub-Saharan African neighbors. The sector has made progress in recent years but still faces serious difficulties, including operating in a troubling political and socio-economic environment. On the supply side, the sector is in a critical state and lacks appropriate resources, including infrastructure, technical support, teachers, and materials. The Government of Guinea (GOG) resources for education dwindle each year while the school-age population surges. The lack of qualified teachers and instructional materials poses a threat to the educational quality gains made to date and hinders the GOG's ability to meet the rapidly growing demands and size of the school-going population, particularly at the elementary school level.<sup>67</sup> Serious spill-over effects are evident at the secondary school level. As a consequence, communities are losing confidence in the capacity of the education system at this level, though at the elementary level, they are increasingly welcoming, establishing or contributing to private and/or community schools. While increased community participation in education is a positive step, more viable long-term solutions that strengthen community-government partnerships are needed. The coordination required by multiple multilateral and bilateral donor organizations supporting education interventions in Guinea, but also necessary for a more cohesive set of interventions, poses a management challenge to the GOG.

Numerous efforts have been made to redress the system's problems but these are insufficient in scope and scale, especially given the rapid expansion in educational demand. The GOG has developed and implemented national strategies to increase access to, and later quality of, basic education, including an Education Sector Adjustment Program (PASE I from 1990-1995; PASE II from 1995-2000). In 2002, Guinea joined other developing countries in subscribing to the tenets, goals and targets of Education for All (EFA) by 2015, adapting them to Guinea's needs and priorities. The Technical Secretariat of Education for All (ST-EPT) was established to head the effort. Unlike the previous PASE program which focused exclusively on primary education, Guinea's EFA program takes a holistic approach to the education sector, bringing together three separate ministries and services from early childhood through the university level. This system-wide approach has drastically increased the management burden on both central and decentralized levels of the education system.

In the early 1990s, USAID/Guinea's basic education program supported the PASE programs. In 1997, USAID/Guinea began implementation of its current nine-year country strategy, broadening and deepening USAID's earlier support for basic education in Guinea. Through its Education Strategic Objective (SO3) to "provide

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<sup>67</sup> The average number of students per classroom in Guinea during the 2003-04 school year was 45, up from 35 at the outset of USAID/Guinea's Country Strategic Plan.

quality basic education to a larger percentage of Guinean children, with emphasis on girls and rural children,” USAID/Guinea works to improve the well-being of Guinean citizens and to enhance their ability to participate fully in the transition to democracy and economic prosperity.

Activities under this SO strive to achieve four Intermediate Results (IRs):

IR 3.1: Improved Sectoral Strategic Planning, Management, and Decision-Making

IR 3.2: Improved Instruction in Basic Education

IR 3.3: Improved Community Participation in Basic Education

IR 3.4: Improved Regional and Gender Equity in Basic Education

Activities related to IRs 3.1 and 3.2 respond to the EFA program’s focus on decentralization using a “top-down” approach that provides technical assistance to the Ministry of Pre-University and Civic Education (MEPU-EC) focusing on the development of information-based decision-making, of resource management and skills at the national, regional, and prefectural levels of the primary school system. Activities also include significant efforts to strengthen education services at the regional, prefecture, and sub-prefecture levels to address the poor quality of instruction through a “multi-channel” approach. Activities related to IRs 3.3 and 3.4 reinforce the education sector from the “bottom up,” by increasing the participation of civil society in basic education and advocating for quality and equity at the grassroots level. Funding through the life of the SO stands at \$55.7 million, with annual obligations of approximately \$7 million.

USAID’s education activities are currently implemented under three projects, in close collaboration with the MEPU-EC, the Ministry of Technical Education and Professional Training (METFP), education line personnel, sub-grantee partners and an informal network of Guinean non-governmental organizations (NGOs). The Guinea Links Project is a one-year \$3.65 million Cooperative Agreement with the Education Development Center (EDC), with RTI (Research Triangle Institute) and Academy for Education and Development (AED) as major subgrantees. Guinea Links focuses on activities under IRs 3.1 and 3.2 with national coverage. It builds and follows on the Fundamental Quality and Equity Levels project (FQEL), which was a nine-year, \$21 million contract with major activities towards the same results. The Support to Teacher Education and Training (STET) Project, a new one-year \$375,000 Cooperative Agreement with the International Foundation for Education and Self-Help (IFESH), also focuses on activities under IR 3.2. The Community Support and Equity in Guinean Primary Education project (PACEEQ) is a five-year \$21 million cooperative agreement with World Education. PACEEQ sub-grantees include AED, Save the Children, EDC, and RTI. PACEEQ implements activities under IRs 3.3 and 3.4 with selected coverage in all of Guinea’s eight regions. Other, smaller USAID/Guinea education interventions include an HIV/AIDS and Education study tour and action plan, the distribution Grades 1-4 Language Arts textbooks, textbook teacher training, and MEPU-EC workshops on Education for All (EFA) and the Fast Track Initiative (FTI).

Many major donors have suspended education programs in Guinea due to political and economic problems (e.g. EU, AfD), though some have recently announced a comeback or expressed interest in basket-funding mechanisms (e.g. AfD, KfW, World Bank). USAID has remained steady and prominent in its education sector investments and is well-placed to respond to the evolving needs of the education

system and the goals of the twelve-year EFA program. Further education investment opportunities exist in areas that have seen the greatest change or that demonstrate the greatest need, i.e. teacher professional development, education reform management (including coordination, planning and capacity building), sector-wide EMIS initiatives, equity, and civil society participation, among others.

USAID/Guinea's current Country Strategic Plan (CSP) ends September 30, 2006. USAID needs to assess what has been achieved during the life of the current SO and develop new interventions for the next strategic period. Previous evaluations of the Education SO programs have been limited to an evaluation focusing on girls' education (SAGE project), an assessment in 1999, and project-level internal reviews. The 1999 assessment was almost entirely in-house, yielded little new knowledge, and was of limited use. No other evaluation, and certainly no external evaluation, has been carried out on the entire basic education portfolio during the lifetime of this CSP.

At the same time, USAID's headquarters in Washington is developing new country strategic planning business model which may have a significant impact on activities in Guinea. Preliminary Agency programming guidance includes an emphasis on greater multi-sectoral activities and a possible emphasis on youth. While USAID funding for education sector support in Guinea is anticipated to continue over the next several years, providing opportunities in the areas of pre-service and in-service teacher training, textbook development, girls' scholarships, community participation, and the mitigation of the impact of HIV/AIDS on the education sector, it is not yet clear what earmarks will remain and/or change. However, it is expected that the enormous challenges that remain to achieve the goal of a quality universal primary education by 2015 in Guinea, as well as the role of education as a stabilizing factor and pertinence in promoting peace, will heavily influence the development of USAID/Guinea's education strategy under the Mission's next CSP.

### **SCOPE OF WORK**

The purpose of this Delivery Order is to contract one recipient organization to conduct an external summative evaluation of the impact and effectiveness of the major SO programs and activities.

#### ***External summative evaluation of USAID/Guinea's education program***

The purpose of the evaluation is to assess the impact of USAID-funded activities under SO 3 on the Guinean education system. The primary focus of the evaluation will be on the FQEL and PACEEQ projects but will also include other major education program activities.

Specifically, the goals of the evaluation are to:

***Identify the intended and unintended results, lessons learned, and best practices of SO3 education activities in Guinea since their inception;***

***Evaluate the viability of the approaches and activities implemented and their impacts on SO3's four intermediate results:***

IR 3.1: Improved Sectoral Strategic Planning, Management, and Decision-Making

IR 3.2: Improved Instruction in Basic Education

IR 3.3: Improved Community Participation in Basic Education

IR 3.4: Improved Regional and Gender Equity in Basic Education;

***Assess the impact of SO3 activities on student achievement and learning; and Assess issues of program efficiency and sustainability.***

## Scope of Work

The contractor will:

Develop the evaluation plan to propose to the USAID mission for approval.

The plan should describe the evaluation methodology to be used, including sample size and coverage (relevant to activity geographic and demographic coverage - regions/prefectures/sub-prefectures), techniques (including comparisons of project and non-project areas and stakeholders, where appropriate and possible), site selection, information sources, etc.

The evaluation methodology should clearly outline how the evaluation team will work with the mission staff, the Ministry of Education, partner NGOs, and stakeholders at various stages of the evaluation i.e. providing input into the evaluation plan, providing feedback to the draft report, and participating in the final evaluation report out.

USAID's FQEL education sector planning and learning quality activities are national in scope, reaching education authorities at the national, regional, prefectural and sub-prefectural levels of the administrative structure. Key evaluation subjects would include national and local authorities and their offices and/or "services," teachers (including contractual, community-school, public and private school teachers), pupils, schools and parents.

USAID's PACEEQ community participation and equity activities cover 19 of 25 prefectures, in six of Guinea's eight regions. Key evaluation subjects would include pupils, parents, schools, teachers, community, sub-prefecture, prefecture and regional APEAEs (PTAs), FEGUIPAE, local NGOs, the Comité d'Équité, Rural Development Committees (CRDs) and girls' education Local Alliances.

Analyze SO3 activities and their impact on access, quality, equity, efficiency, and on children's learning. Specifically:

Evaluate the strategies, models, and approaches used in SO3 activities and their appropriateness and validity given the context and target populations. This should include an analysis of the effectiveness of USAID's grassroots/civil society-strengthening approach.

Evaluate the impact of SO3 activities on the quality of teaching in primary schools.

Assess the program's approach to and impact on gender equity and rural/urban equity. This should include an evaluation of the local alliances developed through the SAGE and PACEEQ programs.

Analyze and evaluate the nature and impact SO3 activities on community participation in education.

Analyze how well the education program has addressed cross-cutting issues of HIV/AIDS, equity, and gender.

Analyze the impact of SO3 activities on children's learning.

Assess the FQEL capacity-building activities and their impact on sectoral strategic planning, management, and decision-making.

Analyze the impact of SO3 activities on education policy in Guinea.

Evaluate the impact and sustainability of the interactive radio instruction program.

Analyze the management and impact of Africa Education Initiatives programs in Guinea. This should include an analysis of how these programs are integrated with other SO3 activities.

Consider the issue of sustainability when evaluating SO3 activities.

The evaluation team must coordinate closely with the team working on the sector study on fragility.

## Deliverables

**Evaluation Work Plan.** The Contractor will prepare and submit a detailed evaluation plan and the proposed methodology for USAID/Guinea's review and approval at the start of the contract. The work plan should describe activities and provide a schedule for implementation. The contractor must also hold two or three working sessions with the Ministry of Education, NGOs, key partners and other stakeholders. The initial working session should be held upon arrival in country to solicit input for the evaluation plan. Within four days of arrival in Guinea,

the contractor will present the finalized work plan to mission staff and clarify any questions relating to the task.

**Progress Report and Briefings.** The contractor will provide periodic briefings and reports to the education team and other Mission personnel, on an as needed basis.

**Evaluation Report and Presentations.** The Contractor will prepare:

- A draft evaluation report;

- A presentation or briefing of the draft evaluation report in the final week to the mission education team and related teams, the Ministry of Education, partners, and other key stakeholders, at which time USAID/Guinea and partners will provide comments to be incorporated in the final draft of the document;

- A final evaluation report in English that will include Executive Summary, Major Findings, Conclusions and Recommendations and

- A French translation of the Executive Summary and Recommendations.

The English version of the final report must be submitted to the Education team before the departure of the team leader. The French version of the final report must be submitted to the Education team no more than two weeks after the team leader's departure from Guinea.

The outline of the program evaluation report will be determined in discussions with SO3. The report will not exceed 50 pages. It will be in English with a French summary of major sections. The report must clearly distinguish between findings, conclusions, and recommendations. Contractor will submit two (2) paper copies and an electronic copy in Microsoft Word 2000 format, with any supporting documentation in Word, XL or other relevant software to the Education team.

The primary audience for the evaluation report will be USAID, with secondary audiences including the Ministry of Pre-University and Civic Education (MEPU-EC) and USAID/Guinea's implementing partners.

#### **Team Composition and Duration**

The duration of the evaluation mission should be up to 5 weeks. The contractor will provide up to five key personnel for this task. The team should include a team leader and up to four additional education specialists. There should be a balanced gender mix on the team, to the extent possible. One to two team members must be Guinean nationals. The contractor should ensure that Guinean team members participating in the program evaluation do not have a close connection to USAID's education programs in Guinea.

The education team leader must be an international education development specialist. The team leader is responsible for the overall management of the contract team's evaluation effort. Specific responsibilities should include: consulting with SO 3 team members at the beginning and key intervals of the program evaluation; coordinating and supervising team members and major evaluation activities, including documentation review, interviews, analysis and formulation of recommendations; oversight of the team work plan and ensuring that all the tasks required of the team are satisfactorily accomplished; completing and submitting the final English Evaluation Report draft and the evaluation summary in French to USAID/Guinea before departure.

All team members should have at least 5 years experience in international education development and a strong proficiency in both English and French (at a level equal to or better than the Foreign Service Institute (FSI) rating of S3+/R3+). They must have a minimum academic training at the Masters level.

In addition, the team must have the following mix of skills and experience:

- Significant experience in design, implementation, and evaluation of education programs in developing countries, preferably in Francophone Africa
- Knowledge of teacher training and measuring the quality of teaching.
- Significant experience in testing and measuring student achievement.
- Strong knowledge of education sector structures, systems, and policies in Africa, particularly under Education for All programs, and in policy and planning areas related to USAID's basic education programs
- Prior experience managing or working in system-wide or multi-donor education programs in a development context, preferably in Africa
- Close familiarity or knowledge of USAID, results-based approaches and programming.
- Background in women in development (WID) or Gender and development (GAD), preferably in education gender equity
- Background or experience in community and/or civil society participation issues, preferably as it relates to education
- In-depth and broad-based knowledge of and experience with the Guinean political and educational context.

USAID will make available necessary information and expects the contractor will use the following data sources (and any other relevant suggested sources):

Relevant background documents such as the program results framework and PMP, USAID/Guinea's annual reports, implementing partner reports and evaluations, sector studies and assessments (e.g. RESEN, *rapport d'état d'un système éducatif national*, February, 2005)

Student test scores and other findings from student-centered studies

Official Education Department documents (national, regional, prefectural, sub-prefectoral)

Teacher and classroom observations

School, prefectural, regional and national statistics

Village/local demographic data

Donors, NGOs, USAID/Guinea staff and implementing partners, USAID staff in Washington

Key informants with historical knowledge of basic education in Guinea, especially past GOG education planning and management systems (e.g. former ministry and local education officials).

## **LOGISTICS AND SCHEDULE**

### ***Technical Direction, Relationships and Responsibilities***

The Contractor will work under the technical direction of the SO3 Team Leader and the Education Program Advisor with input from the Program Office. SO 3 and other Mission personnel will be available as subjects of data collection and information gathering for the program evaluation, as well as for coordination, design, input and co-facilitation purposes for the sector studies

All coordination with the GOG will be done through the SO 3 Team. Periodic meetings between the SO 3 Team Leader, Education Program Advisor and contractors will be held for progress monitoring or making changes in the work plan, the report outline, or the report itself. Final approval of deliverables rests with the USAID/Guinea SO 3 Team.

## **Appendix C. Documents Reviewed**



## **APPENDIX C : DOCUMENTS REVIEWED**

### **USAID**

Bureau for Africa, Office for Sustainable Development, Le rôle des ONG dans l'éducation de base en Guinée, Janvier 2002

Bureau for Africa, Office for Sustainable Development, Evolving Partnerships – The Role of NGOs in Basic Education in Africa, Yolande Miller-Grandvaux and al, July 2002

Education in Crisis Situations – Mapping the Field, 2005

Fragile States Strategy, January 2005

Guinea – Fragile States Assessment – Results and Recommendations, April 2005

### **USAID/Guinea**

Country Strategic Plan – USAID Assistance to Guinea – FYs 1998-2005, May 1997

Results Review and Resources Request (R4) – FYs 2001 to 2003

Annual Reports (FY 2002 to 2005)

Performance Monitoring Plan (September 2005)

### **Gouvernement de la République de Guinée**

Programme d'Ajustement du Secteur de l'Éducation – République de Guinée (n.d.)

Guinea – Education for All, Report No. PID8338 (July 1999)

Éducation pour tous / Document de projet (Juin 2001)

Republic of Guinea, Poverty Reduction Strategy Paper, January 2002

### **MEPU-EC**

MEPU-EC / SSP / Section statistiques et informatique

Annuaire statistique / Enseignement primaire / Année scolaire 2004-2005

Volume I : Tableaux statistiques

Volume II : Partie analytique

Informations statistiques / Enseignement primaire / Année scolaire 2003-2004

Note circulaire fixant le cadre général de partenariat et de l'intervention des associations de parents et d'amis de l'école dans les établissements scolaires et au sein du système éducatif (septembre 2005)

### **General References on Education in Guinea**

USAID-CDIE, Impact Evaluation – Promoting Primary Education for Girls in Guinea, November 1999

Scolarisation en Guinée / Résultats de l'EDSG-II 1999 – Rapport de synthèse

Education Reform in Sub-Saharan Africa: Paradigm Lost?, Jeanne MOULTON and al, Greenwood Press, Westport, 2002

Rapport synthèse du séminaire sur le RESEN (Conakry 3-4 mars 2005)

Zoom sur un système éducatif: La Guinée en questions, Mathieu BROSSARD et Aboubacar Sidiki YATTARA (n.d.)

### **FQEL Project**

Phase I

Best and Final Offer (1997?)

Revised Implementation and Performance Milestones Plan, April 1998  
Annual Work Plans and Reports (Years 1, 2, 3, 4)  
Option 1 – Guinea FQEL Project: Technical Approach and Summary of Activities  
(February – July 2001)  
Implementation Plan (February – July 2001)

Phase II

Continued Improvement in Educational Planning and Practice, May 2001 (*Technical Proposal*)  
Milestones Plan  
Quarterly Reports (from July 2001 to June 2005)  
(*Tableau*) Sommaire des activités de formation continue dispensée par le projet NFQE-EDC  
*Version provisoire* (Janvier 2006)  
Reports on the following milestones

Phase I

- 1.1 Situational analysis
- 1.3 Description of 3 “resource-lean” classroom models developed with and approved for further research in schools by INRAP Director
- 1.4 Provisional instructional objectives for Grades 1 and 2 (math and French) completed and approved by MEPU counterparts in a form suitable for materials and test development
- 1.5 Strategic vision for Steering Committee (SC) in form of a set of statements approved by the SC and its convener, developed and accepted
- 2.1 Draft teacher training manuals for teachers in grades 1-3 accepted by MEPU counterparts for use in training of trainers and supervisors workshops
- 2.3 The equivalent of two weeks of training delivered to 15,000 teachers throughout the school year via a combination of workshops, observations, cluster meetings, radio broadcasts, and/or assignments along with corresponding training for head teachers and supervisors
- 2.4 MEPU staff (two staff from central level, one staff at all other relevant levels with planning duties) trained in use of multi-year planning framework that incorporates FQEL targets
- 2.5 Analysis of Year 2 test data completed
- 2.6 Provisional instructional objectives for Grades 3 and 4 (math and French) completed and approved by MEPU counterparts in a form suitable for materials and test development
- 3.2 Guidance manuals on audit, procurement and inventory written and at least one staff member from every unit in the government concerned with audit, procurement or inventory receives two days of training
- 3.4 Analytical and EMIS systems in use in plan formulation and policy direction and discourse
- 3.5 Provisional instructional objectives for Grades 5 and 6 (math, French and science) completed and approved by MEPU counterparts in a form suitable for materials and test development
- 4.1 Classroom study on gender effects completed and presented to meeting of key stakeholders (national / regional / local)
- 4.2 25,000 teachers’ manuals and 2,599,881 brochures or equivalents printed / produced and distributed
- 4.3 MEPU staff fully trained and capable of ongoing development of medium-term planning tools
- 4.5 Staff fully trained and capable of sustained process of consultation reflected in responsible and accountable interactions with civil society and communities on policy matters
- 4.6 The equivalent of two weeks of training delivered to 17,300 teachers throughout the school year via a combination of workshops, observations, cluster meetings, radio

broadcasts, and/or assignments along with corresponding training for head teachers and supervisors

Draft teacher training manual for teachers of grades 5 and 6 accepted by MEPU counterparts for use in training of trainers and supervisors workshops

#### Phase II

1.1 Ministry's acceptance of report recommending next steps toward ensuring the usage, integration and comprehension of NFQE Phase I instructional materials (print materials and *Interactive Radio Instruction* (IRI) programming)

1.2 Strategy conference with multiple stakeholders (e.g. MEPU-EC personnel at central, IRE and DPE levels, NGOs, partners in teacher training, selected school directors and teachers, etc.) held to discuss approaches to upgrading Grades 1-6 teachers' content area knowledge in French and mathematics, based on assessment of teacher subject area knowledge and recommendations contained in the report

1.3 At least 17,003 (80 %) Grade 1-6 teachers in government-approved public and private schools across all regions and in both urban and rural areas of the country (i.e. roughly 80 % of all urban and 80 % of all rural teachers in every region) receive 60 hours of in-service teacher training broken down as follows:

24 hours through 4 6-hour bimestrial meetings in support clusters

33 hours of IRI broadcasts

3 hours of *Pas à pas* radio programs

In addition, at least 6,891 (80 %) of Grade 1 and 2 teachers across all regions of the country in both rural and urban areas receive 30 hours (five, 6-hour days) of intensive face-to-face training in the teaching of reading.

1.4 Small brochures addressing AIDS issues in the classroom context printed and distributed with MEPU endorsement to 6,000 teachers and selected supervisors (e.g. CSEEs) of Grades 5-6

1.5 At least two policy studies relating to school quality (i.e. factors relating to grade promotion and repetition decisions; performance of school directors as pedagogical leaders) are completed by the Strategic Planning Team / Équipe de planification stratégique (EPS) and other central level MEPU-EC personnel involved in research and data analysis, and the results of the studies presented to and debated by the MEPU-EC Steering Committee and relevant education sector partners

1.6 Short-story books (livrets) for students in grades one and two are printed and distributed to all 1<sup>st</sup> and 2<sup>nd</sup> grade students throughout the country, in the ratio of one book for every four students

2.1 At least 80 % of instructional supervisors in all 38 prefectures/communes (e.g. 302 DPSPs, 37 CSEEs, 37 CFC directors, 189 CPMFs, 48 PENs, and 3,200 school directors) receive 30 hours (five 6-hour days) of training in pedagogical leadership and the use of approaches, strategies and materials developed during phase one of the project

2.2 At least 18,603 (80 %) Grade 1-6 teachers in government-approved public and private schools across all regions and in both urban and rural areas of the country (i.e. roughly 80 % of all urban and 80 % of all rural teachers in every region) receive 60 hours of in-service teacher training broken down as follows:

24 hours through 4 6-hour bimestrial meetings in support clusters

33 hours of IRI broadcasts

3 hours of *Pas à pas* radio programs

In addition, at least 6,083 (80 %) of Grade 3-4 teachers across all regions of the country in both rural and urban areas receive 30 hours (five, 6-hour days) of intensive face-to-face training in the teaching of reading.

2.3 Prefecture/commune specific plans for preservation and use of materials developed during project's first phase adopted in at least 20 prefecture/communes, representing all 8 regions of the country

- 2.5 Modification completed of approximately one-third of IRI programs (i.e. 132 programs), based on study of IRI effectiveness in the classroom
- 2.6 IRI programs reach at least 80 % of all Grade 1 to 6 classes with their teachers and students, in both urban and rural areas, and in full-day, morning and afternoon shifts, either through direct broadcasts or recorded versions
- 3.1 At least 20,203 (80 %) Grade 1-6 teachers in government-approved public and private schools across all regions and in both urban and rural areas of the country (i.e. roughly 80 % of all urban and 80 % of all rural teachers in every region) receive 60 hours of in-service teacher training broken down as follows:
- 24 hours through 4 6-hour bimestrial meetings in support clusters
  - 33 hours of IRI broadcasts
  - 3 hours of *Pas à pas* radio programs
- In addition, at least 5,408 (80 %) Grade 5-6 teachers across all regions of the country in both rural and urban areas receive 30 hours (five, 6-hour days) of intensive face-to-face training in the teaching of reading and other pedagogical areas of need
- 3.2 Prefectoral Steering Committee for Education (Comité Préfectoral de l'Éducation) in a total of at least 8 prefectures across at least 3 regions are engaged in carrying out planned actions which contribute to improve quality of education (e.g. monitoring textbook inventory and use at the school level, ensuring payment of contract teacher salaries, monitoring student and teacher absenteeism)
- 3.3 Quality indicators-based planning and evaluation tools are being used in at least 6 IREs and 15 DPE / DCE offices, as shown by planning and evaluation reports produced by these offices that include appropriate application of quality indicators and other results which show evidence of use of tools (e.g. methods used for evaluation, needs estimation, and resource distribution)
- 3.4 Revised policy on APEAE role, developed through a consultative process with stakeholders from local to national levels, adopted by MEPU-EC
- 3.5 The adjusted experimental effect of Grade 2 post-test scores for French and mathematics for the academic years 2001-2002 to 2003-2004, when disaggregated by gender and zone, will surpass by +2 the adjusted post-test scores of the 1998-1999 control group
- 4.1 At least 13,622 grade 1-6 teachers (50% of all teachers) in both urban and rural areas across all regions of Guinea demonstrate use of student-centered, active, equitable instructional approaches and strategies
- 4.2 At least twice a year, representative, national sample of urban and rural school directors and DPSPs initiate and implement training sessions for teachers under their supervision that focus on approaches, strategies and materials developed during phase one and reinforced in phase two of the project
- 4.3 Quality indicators-based planning and evaluation framework and tools are being regularly used in all IREs and at least 28 DPE / DCE offices, as shown by routine planning and evaluation reports produced by these offices that include appropriate applications of quality indicators and other results which show evidence of use of tools (e.g. methods used for evaluation, needs estimation, and resource distribution)
- 4.4 MEPU-endorsed financial planning and projection model used to support dialogue and decision-making in at least 3 national and 3 regional planning or option-analysis activities on topics such as: cost-analysis of various teacher training models; cost-analysis of proposed options for new DPSP structure; projection of needs and costs of educational materials for schools.

Indicators reports Phase II

IR 1

SO3 PMP Indicators: Global (3.1 to 3.4); R1 (3.1.1 to 3.1.3); R4.4 (3.4.4) – July 2005

IR 2

- 3.2.1 Hours of multichannel inservice training (2002-2003 + 2003-2004 + 2004-2005)
- 3.2.2 Number of students benefiting from interactive radio instruction (2003 + 2004 + 2005)
- 3.2.3 Percentage of teachers achieving acceptable score on pedagogical practices observation tool (2002-2003 + 2003-2004 + 2004-2005)
- 3.2.4 Amélioration du rendement scolaire en français des élèves de 2<sup>ième</sup> année (2002-2003 + 2003-2004 + 2004-2005)

## **FQEL Project – Documents more specifically related to IR 1**

### **Critères de qualité**

- Consultations sur un système de suivi des progrès vers l'école de qualité fondamentale – Cahier du participant (1-15 février 1999)
- Résultats des consultations sur un système de suivi des progrès vers l'école de qualité fondamentale au niveau régional et de la ville de Conakry (1-15 février 1999)
- Consultations sur l'évaluation et la planification pluriannuelle vers l'école de qualité fondamentale – Cahier du participant (15 – 30 novembre 1999)
- Consultations sur les niveaux de qualité dans les domaines de : partenariat école – communauté, encadrement pédagogique des maîtres, matériel didactique et manuels – Cahier du participant (22 janvier – 2 février 2001)
- Vers l'école de qualité – Recueil d'outils d'évaluation et de planification à la base des critères de qualité – Outils à l'usage des directeurs d'école, DPSP/DPC et DSEE (juillet 2002)
- Fiche d'appréciation de la situation de l'école par rapport aux critères de qualité (« FASE » version allégée) – Canevas et instructions (juin 2004)
- Vers l'école de qualité – Formation – renforcement des capacités des acteurs locaux en diagnostic, planification et suivi-évaluation à l'aide des critères de qualité – Guide du formateur (non daté)
- Vers l'école de qualité – Manuel d'accompagnement à l'intention des DSEE, CDR et C/APEAE pour appuyer les activités de diagnostic, planification et suivi – évaluation à la base (non daté)
- Vers l'école de qualité – Guide du formateur – Formation des directeurs d'école, DPSP/DPC et délégués scolaires à la mise en application des critères de qualité et à l'utilisation des outils de planification, d'évaluation et de suivi (non daté)

### **Consultations sur la préparation de la rentrée scolaire**

- Consultations sur la préparation de la rentrée scolaire 1999-2000 – Cahier du participant (3 – 16 mai 1999)
- Consultations sur la préparation de la rentrée scolaire 2000-2001 et l'évaluation de la gestion des ressources au niveau des écoles (28 avril – 12 mai 2000)
- Consultations sur la préparation de la rentrée scolaire 2000-2001 et l'évaluation de la gestion des ressources au niveau des écoles – Cahier du participant (28 avril – 12 mai 2000)

### **Consultations NFQE du 15 au 30 novembre 1999 portant sur l'évaluation rétrospective et la planification pluriannuelle**

- Synthèse des résultats (mars 2000)
- Document de travail 1 – L'affectation des enseignants par rapport aux critères NFQE
- Document de travail 4 – Rapport sur l'exercice en planification à moyen terme

### **Diagnostic organisationnel participatif**

Atelier de formation – action sur la méthodologie du diagnostic organisationnel participatif de la DPE/DCE – Dabola, du 21 au 30 novembre 2002 – Rapport synthèse de l’atelier  
Guide méthodologique du diagnostic organisationnel participatif des directions préfectorales et communales de l’éducation (24 décembre 2002)  
Rapport final : diagnostic organisationnel participatif de la DPE de Dabola (24 décembre 2002)  
Résultats des diagnostics organisationnels participatifs dans les DPE/DCE pilotes – Rapport synthèse de la phase pilote novembre 2002 – mars 2003

### **Plans de développement de l’éducation**

Ateliers d’élaboration du plan de développement de l’éducation au niveau de la commune urbaine / CRD – Cahier du participant (juillet 2004)  
Élaboration du plan préfectoral / communal de développement de l’éducation (PPDE/PCDE) – Manuel du facilitateur – Version provisoire 30 décembre 2004 + Version révisée 1<sup>er</sup> mars 2005  
Élaboration du plan préfectoral / communal de développement de l’éducation (PPDE/PCDE) – Fiche pédagogique – Version provisoire 5 janvier 2005  
Élaboration du plan préfectoral / communal de développement de l’éducation (PPDE/PCDE) – Annexe – Version provisoire 5 janvier 2005

### **Partenariat communauté – administration scolaire**

Consultations à la base entre la communauté et l’administration scolaire – Guide méthodologique (décembre 2004)  
Rapport technique portant sur le sondage administré au personnel d’école – Année scolaire 2003-2004) décembre 2004)  
  
Résultats de l’étude sur les délégués pédagogiques sous-préfectoraux (DPSP) – février 2001  
Structure et fonctionnement des services déconcentrés du MEPU-EC – Rapport d’analyse de textes réglementaires (février 2005)

### **Projets de textes**

Attributions, organisation et fonctionnement de l’inspection régionale de l’éducation (IRE)  
Attributions, organisation et fonctionnement de la direction préfectorale de l’éducation et de la direction communale de l’éducation (DPE/DCE)  
Projet de texte d’application portant attributions, organisation et fonctionnement des inspections régionales de l’éducation (IRE) et des directions préfectorales et communales de l’éducation (DPE/DCE)

### ***FQEL Project – Documents more specifically related to IR 2***

Émissions EIR (2 disques compact)  
Cassettes des cercles de renforcement sur la pédagogie active (4 dont 1 pour les directeurs et 3 pour le personnel enseignant)  
Affiches diverses  
Guide de concepteurs  
    Objectifs élaborés pour les 1<sup>ière</sup> et 2<sup>ième</sup> années (mars 1998)  
    Objectifs élaborés pour la 3<sup>ième</sup> année (avril 1999)  
    Objectifs élaborés pour la 4<sup>ième</sup> année (juin 1999)  
    Objectifs élaborés pour la 5<sup>ième</sup> année (juin 1999)  
    Objectifs élaborés pour la 6<sup>ième</sup> année / Nouveau programme (mars 2000)  
Guide pédagogique EIR / L’enseignement interactif par la radio / 1<sup>ière</sup> à 6<sup>ième</sup> années (6 documents non daté)  
Cahier de l’élève

Le cahier de l'élève / 2<sup>ième</sup> à 6<sup>ième</sup> années (5 documents non datés)  
Guide d'enseignement / Le cahier de l'élève / 2<sup>ième</sup> et 3<sup>ième</sup> années (2 documents non datés)

Lecture

Le schéma de lecture 1<sup>ère</sup> et 2<sup>ième</sup> années  
Guide de l'enseignant(e) – Programme de lecture par l'approche communicative  
1<sup>ère</sup> année (août 2001)  
2<sup>ième</sup> année (août 2001)  
Document d'appui – Ateliers de renforcement 3<sup>ième</sup> et 4<sup>ième</sup> années (septembre 2002)  
Livrets 1<sup>ère</sup> année (août 2001 sauf *Le ballon* août 2003)

Bisou ! Bisou !  
Je vois  
Les élèves jouent  
Le ballon  
Dans la savane guinéenne  
La grenouille et le bœuf  
Le lièvre et la perdrix  
La graine du papayer  
Ma famille

Livrets 2<sup>ième</sup> année (août 2003)

L'hygiène de Pèté  
Le paludisme  
Le port  
Dans la classe  
Le voyage de Bintia  
La vaccination  
Le pain ! Le pain !  
Le singe et le caméléon  
Le rêve du cheval  
La forêt de Zénab  
L'écureuil et l'escargot  
L'hygiène et la chèvre  
Les mots magiques  
Le musée national  
Qui est le meilleur ?

(Trois dépliants non datés) L'apprentissage de la lecture au CP ... Une affaire de tous !

Ce que nous, les :

enseignant(e)s du CP,  
directeurs et directrices d'école,  
DSEE,

pouvons faire pour mieux nous assurer que nos élèves apprennent à lire ...

Français et mathématiques

Rapport technique d'évaluation portant sur la deuxième année / Épreuves de français et de mathématiques / Enquête auprès des élèves / Année scolaire 2003-2004 (décembre 2004)

Rapport sommaire d'évaluation portant sur la deuxième année / Épreuves de français et de mathématiques / Enquête auprès des élèves, des enseignants et des directeurs d'écoles / Année scolaire 2003-2004 (décembre 2004)

Rapport sommaire d'évaluation portant sur la deuxième et la sixième années / Épreuves de français, de mathématiques et de sciences / Enquête auprès des élèves, des enseignants et des directeurs d'écoles / Année scolaire 2004-2005 (juillet 2005)

Réunions bimestrielles - Guide de l'animateur

9 – Conformité des / P et les 5 étapes du curricula basé sur les compétences. Éducation sur le SIDA. (Novembre 2001)

- 10 – Adéquation entre le programme révisé et le matériel NFQE. Éducation sur le SIDA. (Février 2002)
  - 11 – Gestion du temps de la classe. Éducation sur le SIDA. (Mars 2002)
  - 12 – Développer le raisonnement mathématique. Éducation sur le SIDA. (Mai 2002)
  - 13 – Techniques de questionnement qui renforcent la compréhension en lecture des élèves. (Décembre 2002)
  - 14 – VIH/SIDA (Janvier 2003)
  - 15 – Utilisation du matériel local pour l'enseignement de la mesure. (Mars 2003)
  - 16 – Enseignement de la lecture dans les disciplines. (Mai 2003)
  - 17 – La supervision participative – les rôles et responsabilités de l'enseignant et du superviseur. (Novembre 2003)
  - 18 – Techniques de questionnement qui renforcent la compréhension en lecture des élèves. (Janvier 2004)
  - 19 – Techniques de questionnement qui renforcent le raisonnement en mathématiques. (Avril 2004)
  - 20 – Stratégies qui favorisent le développement de la compréhension en lecture. (Mai 2004)
  - 21 – Introduction à l'évaluation formative. (Novembre 2004)
  - 22 – L'évaluation ponctuelle des apprentissages. (Janvier 2005)
  - 23 – L'auto-évaluation des apprentissages et l'évaluation des pairs. (Mars 2005)
  - 24 – Introduction à la pédagogie différenciée. (Mai 2005)
- Ateliers – Guide du formateur
- Renforcement (5<sup>ième</sup> et 6<sup>ième</sup>) – Approches et stratégies de pédagogie active centrée sur l'élève / matériel didactique NFQE, programme révisé. (Août 2001)
  - Renforcement (3<sup>ième</sup> et 4<sup>ième</sup>) – Approches et stratégies de pédagogie active centrée sur l'élève / matériel didactique NFQE, programme révisé. (Septembre 2001)
  - Renforcement (3<sup>ième</sup> et 4<sup>ième</sup>) – Connaissances académiques et stratégies d'enseignement en lecture et en mathématiques. (Septembre 2002)
  - Renforcement (5<sup>ième</sup> et 6<sup>ième</sup>) – Stratégies pour l'amélioration de la compréhension en lecture ; stratégies pour l'amélioration de l'enseignement des fractions ; VIH/SIDA. (Septembre 2003)
  - Introduction – L'encadrement rapproché participatif. (Octobre 2003)
- Le VIH/SIDA : Réponses à vos questions – Document de référence à destination des enseignant(e)s du primaire (non daté)
- Final Report – Evaluation of NFQE Reading Programs: Grades 1 and 2, Christine BAILEY, May 2000
- Évaluation diagnostique des enseignants dans les matières de base, Léo LAROCHE et al, janvier 2002
- Projet de recherche en lecture – Rapport sommaire d'évaluation portant sur les compétences en lecture des élèves de fin CP2, Version finale, mars 2005
- Évaluation réalisée dans le cadre du projet NFQE – Analyse longitudinale, juillet 2005

## **LINKS**

- Revised Program Description and Implementation Plan, July 2005
- Performance Monitoring Plan (Final Version 2005)
- Quarterly Reports (from July to December 2005)
- Réunions trimestrielles - Guide de l'animateur
  - 1 – L'évaluation des compétences en lecture des élèves du CP2 + Outils de collecte des données sur les compétences en lecture des élèves du début CP2. (Novembre 2005)
  - 2 – Techniques d'enseignement-apprentissage de la lecture au CP. (Janvier 2006)



## **PILOT PROJECTS**

### **Projet d'éducation communautaire en Guinée (EDUCOM) - World Education, Mamou, 1997-2000**

Description du projet (n.d.)  
First Annual Work Plan 1997-1998  
Annual reports (1998, 1999, 2000)  
Quarterly reports (January – December 1997 + January – September 2001)

### **Écoles communautaires (ECOM) - Save the Children, Mandiana, 1997-2000**

Draft Proposal / Promoting Community Participation in Basic Education in Guinea (August 1995)  
Final Report, October 2001  
Rapport final projet ECOM 1997-2001  
Évaluation finale du projet ECOM, Alfred SICOTTE et al, août 2001

### **Strategies for Advancing Girls' Education (SAGE)**

Multisectoral Strategies for Advancing Girls' Education – Principles and Practice, Howard WILLIAMS, June 2001  
Girls' Education Monitoring System (GEMS), Emphasis Country Performance Review, Guinea Country Study (Draft), Juarez and Associates, December 2001  
Final Activities Report (July 2002)

## **PACEEQ**

### Phase I (2001-2005)

Technical Application (Revised June 2001)  
Financial Plan (April 2001)  
Synthèse des sessions de lancement du projet (Mamou, 25 octobre – 2 novembre 2001)  
PMP Annual Report 2004 (extract)

### Extension Phase (2005-2006)

Revised Technical Proposal (August 2005)  
Budget Summary (August 2005)  
Performance Monitoring Plan (December 7, 2005)

Quarterly Reports (from October 2001 to December 2005)

Annual Reports (2003, 2004)

### Contractual Documents

Amendments of subagreements  
Protocoles d'accord World Education Guinea - ONG

Demandes de projets novateurs

### Rapports divers

Résultats de la collecte semestrielle auprès des APEAE de base à Faranah, Kankan et Labé (septembre 2002)  
Évaluation interne à mi-parcours / Rapport de synthèse, Felipe TEJEDA, novembre 2003  
Rapport synthèse de l'évaluation interne à mi-parcours des alliances, Kefing CONDE, octobre 2004  
Internal Evaluation of the Performance of the Literacy Centers of the PACEEQ Project *Draft*, Kristen Edgar POTTER, November 2004  
Analyse de la situation scolaire des 16 préfectures d'intervention du PACEEQ pour les années scolaires 2001-2002 / 2002-2003 / 2003/2004 (novembre 2004)  
Rapport final des activités du programme radiophonique destiné aux APEAE de la région de Labé et de Kankan (décembre 2004)

Community Participation, Quality and Equity in Guinea's Schools / Evaluation Report of the PACEEQ Project: 2001-2005, Maurice GARNIER and al, June 2005  
Rapport synthèse des enquêtes de base sur le partenariat entre les APEAE et l'administration scolaire (novembre 2005)  
Situation de l'éducation dans la zone PACEEQ (n.d.)

Modules de formation

APEAE de base

- Gouvernance interne
- Qualité de l'éducation
- Gestion financière
- Plaidoyer et techniques de négociation
- Santé en milieu scolaire
- Équité / Genre

Coordinations des APEAE

- Développement organisationnel
- Décentralisation et qualité de l'éducation
- Santé et VIH/SIDA
- Équité / Genre
- Plaidoyer et techniques de négociation
- Gestion financière

Alliances

- Développement organisationnel
- Décentralisation et qualité de l'éducation
- Santé et VIH/SIDA
- Équité / Genre
- Plaidoyer et techniques de négociation
- Gestion financière

CRD

- Développement institutionnel
- Décentralisation et qualité de l'éducation
- Plaidoyer et techniques de négociation

ONG

- Développement organisationnel et planification stratégique
- Gestion administrative et budgétaire
- Plaidoyer et techniques de négociation

FEGUIPAE

- Développement organisationnel et planification stratégique
- Plaidoyer et techniques de négociation

Coordinations régionales des APEAE

- Planification stratégique

Guide de formation des formateurs en animation et andragogie (décembre 2005)

Rapport synthèse / Ateliers de conception et d'adaptation des modules de formation des cibles du projet PACEEQ (janvier 2006)

Livrets de post-alphabétisation

- Qualité de l'éducation (avril 2004)
- Mobilisation communautaire face à l'expansion du VIH/SIDA (juillet 2004)
- Des actions pour l'épanouissement des filles (février 2005)

Système de suivi-évaluation

- Guide de collecte

Fiches ERO

- ONG
- Alliances locales (octobre 2005)
- Coordinations APEAE (octobre 2005)
- Coordinations préfectorales et régionales (novembre 2005)

Fiches de collecte

- Alliance – Fiche de collecte trimestrielle (décembre 2005)
- APEAE – Fiche de collecte trimestrielle (décembre 2005)
- Coordination APEAE – Fiche de collecte trimestrielle (décembre 2005)
- Alphabétisation initiale - Fiche de collecte (décembre 2005)
- Post-alphabétisation - Fiche de collecte trimestrielle (décembre 2005)

Documents divers

- Code géographique
- Situation des cibles du PACEEQ (tableau)

**OTHER ACTIVITIES**

**AMBASSADOR'S GIRLS' SCHOLARSHIP PROGRAM (AGSP) / WORLD EDUCATION**

- Technical proposal (August 2004)
- Budget Proposal (August 2004)
- Summary Budget (2005-2006)
- PACEEQ, Partie AGSP (extrait) du quinzième rapport trimestriel couvrant la période 1er avril – 30 juin 2005
- Traitements de demandes de projets novateurs (5 cas)

**TEXTBOOKS FOR A GLOBAL SOCIETY**

- Manuel de français / Livre de l'élève (1<sup>ière</sup> année, 2<sup>ième</sup> année), INRAP 2003
- Guide méthodologique du manuel de français (1<sup>ière</sup> année, 2<sup>ième</sup> année), INRAP 2003

**Support to Teacher Education and Training Project (STETP) – International Foundation for Education and Self-Help (IFESH)**

- Technical Application (June 2005 Amended)
- AEIS and STETP in Guinea – Quarterly Report (October – December 2005)

## **Appendix D. List of Persons Met**

## APPENDIX D: PERSONS MET

### **USAID Washington**

#### **EGAT**

Yolande Miller-Grandvaux, Senior Education Advisor and Regional Coordinator for Africa

Claire Ignagowski, Youth Specialist

#### **Africa Bureau**

Joe Kitts, Senior Education Advisor, Education Division

Bernard Lane, Guinea Desk Officer

Tracy Brunette, Basic Education Advisor

Tye Ferrell, Democracy and Governance Advisor

Charlie Feezel

### **USAID Guinea**

Jack Winn, Mission Director

Victoria Michener, Strategic Results Coordinator

#### **Education Team**

LeAnna Marr, Team Leader

Marisol Perez

Ahmed Tidiane Diallo

Hadja Arabiou Diallo

Dr Maladho Balde

### **MEPU-EC / Conakry (Ministère de l'enseignement pré-universitaire et de l'éducation civique)**

Sekou Kaba, Secrétaire général

ElHaj Saidou Souare, Conseiller du ministre

#### **Inspection générale**

Souleymane Sangaré, Inspecteur général

Almamy Samba Camara, Inspecteur général adjoint enseignement élémentaire

Jacob Tolno, Inspecteur général adjoint enseignement secondaire

#### **Éducation pour tous**

Dr Aboubacar Sidiki Yattara, Coordonnateur national

Dr Thierno Diallo

#### **Service des statistiques et de la planification**

Bakary Diawara, Directeur

Souleymane Camara, Chef section études et planification

Alpha Aliou Barry, Chef section statistiques

Saïd Kande, Chargé d'études statistiques

Mamadou Keita, Responsable de la carte scolaire

#### **Service formation continue**

Alpha Mamadou Bah, Chef

#### **Direction nationale de l'enseignement élémentaire**

Karamoko Camara, Responsable de la sous-composante PAREEG

Thierno Tanou Sow, Responsable de l'animation pédagogique

***Direction des affaires administratives et financières***

Sylla Fodé, Chef division des affaires administratives et financières

Abdourahmane Gagny Bah, Chef section finances et comptabilité

Sékou Cissé, Chargé d'audit interne

***Direction nationale de l'alphabétisation***

Albertine Fadiga, Directrice

Oumar Cissé, Chef section planification et évaluation

***METFP (Ministère de l'enseignement technique et de la formation professionnelle)***

Faoura Thiam, Directeur national de la formation et du perfectionnement professionnel des personnels

Pierre Maka, Directeur national adjoint

Baba Diané, Chef de la division formation initiale

***INRAP (Institut national de recherche et d'action pédagogique)***

Alpha Mahmoudou Diallo, Directeur général

Laye Toure, Directeur général adjoint

Mamady Nfa, Chef section éducation de base

Amadou Diallo, Chef section multimédia

***ISSEG (Institut supérieur des sciences de l'éducation de la Guinée)***

Mme Djénabou Baldé, Chef du département formation des administrateurs, planificateurs et gestionnaires de l'éducation

Amadou Camara, Chef du département de formation des PEN et CPMF

Ibrahima Sory Diallo, Formateur, Département de formation des PEN et CPMF

Ibrahima Barry, Formateur, Département de formation des PEN et CPMF

Alpha Oumar Baldé, Formateur, Département de formation des PEN et CPMF

Moussa Camara, Formateur, Département de formation des PEN et CPMF

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**Équipe de langue et communication au CP**  
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Ousmane Bella Diallo, Formation  
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Vieux Kali Diakité, Trésorier  
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Fanta Dioubaté, Chargée du suivi  
Issa Diakité, Membre  
Mori Diakité, Membre  
Mohamed Sangaré, Membre  
Alhassane Cissé, Membre  
Biya Diakité, Membre  
Sékou Diakité, Membre  
Lanciné Diakité, Membre  
Saïdou Diakité, Membre  
Mohamed Diakité, Membre  
Fanta Diakité, Membre  
Saïdou Diakité, Membre  
Idrissa Diakité, Membre

El Hadj Saïdou Diakité, Représentant ressortissant à Conakry

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Méléyi Sidibé, Imam  
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Toumany Sangaré, Doyen du village  
Aye Nyaman Sidibé, Notable  
Karifa Sidibé, Notable  
Odia Moussa Sidibé, Notable  
Sira Broma Sidibé, Notable  
Malick Sangaré, Notable  
Madi Sangaré, Notable  
Nansa Sangaré, Notable  
Toumani Sangaré, Notable  
Söndè Sidibé, Notable  
Soumaïla Sidibé, Notable  
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