

終了時評価調査結果要約表（英文）

I. Outline of the Project													
Country: Republic of Niger	Project title: The Project on Support to the Improvement of School Management through Community Participation (School for All)												
Issue/Sector: Basic Education	Cooperation scheme: Technical Cooperation Project												
Division in charge: Human Development Department	Total cost: 311,032 thousand yen												
Period of Cooperation	(R/D): December 24, 2003												
	(Period): 3 years from January 1, 2004 to December 31, 2006												
Partner Country's Implementing Organization: Ministry of Basic Education and Literacy													
Supporting Organization in Japan: N/A													
<p>1 Background of the Project</p> <p>The Republic of Niger aims to improve the gross enrollment rate (GER) of primary education from 52% of 2004/2005 to 91% by 2013 under their national education development plan (PDDE). There are two major causes for the low GER; one is absolute shortage of classrooms and the other is psychological distance between schools and the community. Parents and the community did not know what the school was doing for their children, and they were not satisfied with the education that schools were providing either.</p> <p>Government of Niger (GoN) is building classrooms with the support of donors under PDDE in order to overcome the first challenge, which Government of Japan (GoJ) is one of the donors supporting in building classrooms. On the other hand, GoN started COGES policy in February 2002 in order to engage the parents and the community to take part in school management so as to change their perspective on schools, and furthermore, to realize a better school management based on their local needs.</p> <p>COGES policy aims to delegate the responsibility of school management to the community, such as responsibility of making school action plans, implementation of the plan and procurement of materials and so forth. GoN identified the community and the teachers as the vital actor of school management. However, when they started the COGES policy, most of the COGES were not functioning efficiently. GoN realized that they needed to provide trainings for COGES members, involve more women, establish rules, and strengthen the regional inspectors' supporting system to make COGES functional.</p> <p>Therefore, GoN requested a technical cooperation to GOJ to strengthen the capacity of local administrators and to develop a model of an effective COGES. Based on the request, GoN and GoJ agreed to start the Project on "Support to the improvement of school management through community participation ("School for All")" in December 2003. The Project started on January 2004 for three years until December 2006.</p>													
<p>2 Project Overview</p> <p>(1) Overall Goal A model for School Based Management with community participation through COGES is expanded</p> <p>(2) Project Purpose A model for School Based Management with community participation through COGES is reinforced</p> <p>(3) Outputs</p> <ol style="list-style-type: none"> 1. Community participation in school management is increased 2. Capacity of COGES is enhanced at the target schools in Tahoua Region 3. Functional COGES Communes are organized 4. Support system for COGES is reinforced 5. Applicability of the model for the School Based Management (COGES) practiced in Tahoua Region into the other regions is increased 													
<p>(4) Inputs</p> <p>【Japanese side】</p> <table> <tr> <td>Long-term Experts</td> <td>4 persons, total 83.4 M/M,</td> <td>Equipment</td> <td>136,650,513 Fcfa (approx. 30,336 thousand yen)</td> </tr> <tr> <td>Short-term Expert</td> <td>2 persons, total 13.2 M/M</td> <td>Operation cost</td> <td>118,504 thousand yen</td> </tr> <tr> <td>Trainees received in Japan</td> <td>5 persons</td> <td></td> <td></td> </tr> </table> <p>【Nigerien side】</p> <p>Counterpart Total 23 persons</p> <p>Land and Facilities Two rooms in the campus of Tahoua Teacher Training College are provided for the project.</p> <p>Operation Cost No budget for the operation was allocated during the project period.</p>		Long-term Experts	4 persons, total 83.4 M/M,	Equipment	136,650,513 Fcfa (approx. 30,336 thousand yen)	Short-term Expert	2 persons, total 13.2 M/M	Operation cost	118,504 thousand yen	Trainees received in Japan	5 persons		
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II. Evaluation Team		
Members of Evaluation Team	<p>(1) Niger Side Mrs.Maiguizo Rakiatou Zada, Secretary - General, MEB/A Mr. Hamidou Soumana Diallo, Deputy Secretary-General, MEB/A Mr. Boulama Boukar Malam Ari, Director-General, Department of Basic Education, MEB/A Mr. Daouda Ali, Director, Department of Studies and Programming, MEB/A Mr. Damana Issaka, Coordinator, C.P. COGES, MEB/A Mr. Amadou Sahadou Illiassou, Director, DREB/A in Tahoua Mr. Zakaria Seybou Supervisor, DREB/A in Tahoua</p> <p>(2) Japanese Side Mr. Shinichi Ishihara, Leader, JICA Ds. Yumiko Yokozeki, Educational Administration, JICA Ms. Tomoko Masuda, School Management, JICA Ms. Rie Iwasaki, Evaluation Planning, JICA Mr. Michiyuki Kemmotsu, Evaluation Analysis, Chuo Kaihatsu Corporation</p>	
Period of Evaluation	July 17 to July 30, 2006 and October 9 to October 26 (for Evaluation Analysis)	Type of Evaluation :Project Evaluation
III. Results of Evaluation		
III-1 Achievement		
3-1-1 Outputs		
With the efforts of both Nigerien and Japanese sides, most of the outputs have been achieved, and some issues which need further elaboration were pointed out. The details are shown in ANNEX 2. of the Minutes of Meeting..		
3-1-2 Project Purpose		
The project purpose has been achieved mostly. 98% of 1,229 target schools in Tahoua has established a functional COGES by democratically electing the representatives from APE, and 99% of all schools developed their school action plans. Five to six activities were carried out per school on average. However, there are some improvements required in terms of monitoring by the COGES commune and COGES officers, which is elaborated later.		
III-2 Summary of Evaluation Results		
(1) Relevance		
This Project was implemented responding to the Niger's strong needs to develop a school-based management model with community participation, and thus <u>relevance of the Project is very high</u> .		
(2) Effectiveness		
The Project has developed the minimum package ¹ of the COGES model that provides opportunities and the system for community participation, and the results of the Project experiment have been incorporated to the national COGES policy. Therefore, <u>the Project effectiveness is high, however, there are two remaining issues</u> . One of them is to develop an explicit model of COGES Commune ² . For this to happen, some issues need to be examined and clarified, such as the clear roles and functions of COGES Commune, appropriate membership, and financial sustainability. The other issue is to standardize the process for institutionalizing the COGES model. This includes finalization of various manuals and materials, development of a roadmap to describe the schedule, steps, necessary inputs, and responsibilities of concerned parties to implement the minimum package of COGES, and documentation of good practices of various COGES activities. This process is indispensable in expansion of the COGES model stated in the overall goal.		
(3) Efficiency		
From the efficiency point of view, the <u>Project's efforts are laudable</u> . By the appropriate linkage and cooperation with the Nigerien NGO and local education administrative, inputs to the Project have been reduced as much as possible and inputs were made in a very flexible manner to produce the possible maximum outputs.		

¹ minimum package of COGES model is defined as the following three steps; (1) democratic election of APE members, (2) elaboration and implementation of School Action Plan, and (3) monitoring by the local administrators.

² COGES Commune is an aggregation of COGES within the commune. The Project introduced an effective way of monitoring COGES local (individual COGES as oppose to COGES commune) by utilizing COGES commune as a focal point for information gathering.

<p>(4) Impact</p> <p><u>1) Prospects for the achievement of the Overall Goal</u> It is too early to conclude that the overall goal has been achieved as the Project model has not yet been introduced to other regions. However, the national COGES policy paper stipulates the Projects' COGES local model as the national model. In addition, related parties in MEB/A have an intention to expand the Projects' model nation wide. Thus, it is likely that the overall goal will be achieved in the near future with the continuous efforts of MEB/A.</p> <p><u>2) Ripple effects</u> Ripple effects of this Project are also very positive in influencing the government COGES policy and methods adopted by other donors in similar project. Some Development partners, such as UNICEF and EU are now adopting the models developed by the project. Even so, it is necessary for the MEB/A to look for ways to directly contributes COGES expansion. No negative impact was observed. Some of JOCV members are also using the tools and methodology developed by the project. This could be the side-proof that the systems developed are simple and easily applicable.</p>
<p>(5) Sustainability</p> <p><u>Sustainability of the Project has been well considered in the design of the Project, and it is found to be sufficient.</u> The operational costs of the monitoring, however, are bottleneck of the sustainability and scale-up of the COGES policy. At the same time, to put the national COGES policy into practice, capacity of C.P. COGES to formulate COGES strategies needs to be enhanced in the future.</p>
<p>2. Factors that promoted realization of effects</p> <p>(1) Outside factors</p> <p>1) The project aimed to meet the strong needs of the government of Niger to “develop a model for School Based Management with community participation” and the support and cooperation from the government was obtainable.</p> <p>2) Desire of children that they want to go to school and desire of parents that they want to send their children to school was found to be higher than it was thought before the project started.</p> <p>3) New COGES Policy Paper issued by MEB/A in April, 2005, which obligate all primary schools of Niger to have its own COGES.</p> <p>4) Cooperation for the education development in Niger by PTFs is in principle, executed within the frame of PDDE. Regular meetings are held monthly and the joint annual evaluation is held every year. In addition informal communications among PTFs are frequently exchanged. The project promoted such donors coordination activities positively.</p> <p>(2) Factors related to the plan of the Project</p> <p>1) <u>Support to capacity reinforcing of COGES officers</u> At the time of starting the Project, MEB/A had already started the COGES policy and assigned CP COGES within the central ministry, COGES supervisor at DREB/A in every region and COGES officers in every department. However, there were no clear job descriptions of such officers, no manuals for COGES officers, nor logistics such as motorbike essential for monitoring. Under the circumstances, other PTFs that started similar project in Niger intervened directly to the newly formed COGES for reinforcement of their capacity rather than working with the COGES officers. On the other hand, the project, with the cooperation of a NGO in Niger, started the project activities with the reinforcement of COGES officers with trainings and providing transportation means. Then, those reinforced COGES officers were mandated for reinforcement of community and COGES members. Also Regular monthly meetings of COGES officers helped their report, exchange of information and opinions and share the experiences. Later, some of other PTFs also adopted the system developed by the Project.</p> <p>2) <u>Introduction of democratic election and School Action Plans</u> Through democratic election and the framework of school action plan, community participation to the school management was increased. The training was improvised so that it will be easier for the illiterate member of the community. Other PTFs initially accepted COGES members already appointed in a traditional way, so that they can avoid the friction with the traditional commune society. However, recently they also adopted the democratic election.</p> <p>3) <u>Training of school Principals</u> Successful school management much depends on the behavior of school principals. The project held training to all school principals in the target area, prior to the training of community and COGES members.</p> <p>4) <u>COSAGE</u> (Soft Component of the grant aid implemented before the project) served as the pilot project for EPT and methodology developed there was utilized.</p>

(3) Factors related to the implementation process.

- 1) Linkage with local NGO
The project activities were conducted with the cooperation with a local NGO (ONEN). Cooperation with an experienced local NGO, who can talk with community in their local language, resulted in effective and efficient implementation of the project.
- 2) Good relations with local administrative was established and support and cooperation was obtained.
- 3) Project activities such as APP were welcomed by the community and their positive participation was obtained. School activities were planned in such a manner that could be realized with locally available resources only.
- 4) Trainings were done in such manner that illiterate participants could understand easily, using pictures, simulation and role plays rather than letters. Period of training was minimized with aims that as many target as possible to participate, that make a simplified easily diffusible model, and that the Nigerien side can follow the same system with the minimum cost after the Project.
- 5) Japanese Experts with good experiences in Africa were dispatched.
- 6) The support was made carefully to draw the innate ability of the local community.
- 7) The role sharing among COGES officers, local NGO and Japanese experts was effective.
- 8) Willingness and capability of Nigerien local staff including counterpart and NGO staff were very high.
- 9) The Project aimed the formation of national model from the beginning of the Project and tried to establish an easily diffusible simplified model.

3. Factors that impeded realization of effects

- 1) Since COGES policy was a growing policy, the Project had to change the schedule or the approach several times according to the change of the policy. Therefore, there are some remaining issues to be improved at this moment. The frequent change of the government policy has affected the achievement of the Project as such, however, the Project was able to adapt itself flexibly as possible.
- 2) Nigerien side made effort to assign Counterpart personnel and sufficient project officers for the Project activities, however, it is true that most of the implementation cost for the Project was born by JICA.
- 3) The governmental budget of education field in Niger heavily depends on the common basket of PTFs. But disbursement from the common basket was frozen in early 2006 due to the un appropriate usage of the fund. The disbursement is likely to be reopened in early November. But, many activities, including COGES activities were forced to be carried over to 2007 by this stoppage.

4. Conclusion

Based on the evaluation of five criteria, the Project has mostly achieved the Project Purpose effectively and efficiently, however, there are some remaining points to be dealt with. That is to establish a model of functional COGES commune, standardization of COGES model and elaborating documents to share the results with the related parties. Furthermore, assistance to develop COGES expansion strategy is necessary for the COGES model to be introduced to other regions in Niger. Detail recommendations from the Team to tackle these remaining issues are described below.

5. Recommendations

The following recommendations are made for the short-term prospect.

- (1) **Documentation of the COGES Model:** In order to promote the COGES model, it is important that the documentations are made available. This includes the overall roadmap, various manuals, training methods and procedures, training schedule, training of trainers, and effective and practical monitoring methods. In addition, the documentation of successful experiences in activities initiated by COGES is also needed, including APP Clubs, community Kindergartens (pre-schools), adult literacy classes, second-chance classes and income-generating activities. Furthermore, local NGO's (ONEN) input was vital for promoting COGES in the Project and the experience would be useful. ONEN's input, strategies, vision and experience should be documented in order for MEB/A and development partners to learn from the successful experience. The Team recommends the Project to support MEB/A to complete the task.
- (2) **Standardization and clarification of COGES Commune's roles and functions:** In order to make COGES Commune effective, setting the standard of its roles and functions would be useful, including its bureau members, its minimum mandate, procedures and formats for monitoring and reporting. It is important for COGES Communes to have financial sustainability by such means as contribution from each COGES and income-generating activities. The Team recommends the Project to support MEB/A to complete the task.
- (3) **COGES Working Group:** It is a welcome initiative that COGES Working Group has been formed within the framework of PDDE. Strategic discussions are needed and the output from the Working Group should help COGES policy to be effectively included in PDDE with practical implementation plans and resources made available. The Team recommends the Project to support the Working Group.
- (4) **Stakeholder workshops at the national level:** In order to share the COGES policy and to be owned by stakeholders, it is essential to have a stakeholder workshop at the national level. The target groups include MEB/A, local governments, traditional leadership, and development partners. The vision shared by these stakeholders would be a strong support for COGES promotion. The Team recommends MEB/A to initiate this.

<p>(5) External review of the COGES model: The COGES model and the experiences of spreading the model through the Project process need to be objectively verified and documented. External review would be useful in verifying and documenting the input, strategies, approaches adopted, and outputs, which can be made available for the wider audience. The Team recommends the Project to support Working Group initiate this task.</p>
<p>(6) Reinforcement of COGES policy: COGES has proved to be effective in promoting educational development in Niger. It is important for the experience to be effectively reflected in policy. It is recommended that the roles and functions of COGES Commune be clearly stated in the existing COGES policy paper. The roles and functions of COGES Commune should also be reflected in PDDE. Ideally the next PDDE review would have COGES policy included and stakeholder discussions would be held. Furthermore, budget for implementation of COGES policy should be available and making COGES nationwide functional, i.e. logistic means for COGES Officers as well as budget for regular training and continual monitoring. The Team recommends MEB/A to initiate the task.</p>
<p>For the medium and long term prospect</p>
<p>(7) Strengthening of C.P. COGES: C.P. COGES is the key for promoting COGES. Capacity development and strategic placement within the MEB/A as well as securing budget for activities is recommended.</p>
<p>(8) Formulation of strategies at the national level: In order to spread the functional COGES model at the national level, C.P.COGES needs to be placed in the strategic position. Budget for COGES promotion needs be regularized. Plans for capacity development of COGES Supervisors and COGES officers, as well as securing the logistics for COGES Officers need to be in place.</p>
<p>(9) Ensuring sustainability of the COGES model: It is important for the COGES policy implementation at the national level to be sustainable. Effective monitoring at the national and local levels, and the periodic review of the COGES policy itself are essential. Furthermore, strategies need to be formulated in order to promote COGES under difficult areas, such as sparsely populated areas and nomadic areas.</p>
<p>6. Lessons Learned</p>
<p>The Project has demonstrated the effective procedures of making COGES functional, effective and sustainable. The experience from Tahoua region materialized the functional COGES model. The model was further improved and substantiated in Zinder region. There are a number of lessons learnt from the Project experience.</p>
<p>(1) Measures to make COGES effective: It was proved that certain measures can make COGES functional and effective. These measures include the minimum package, namely, 1) democratic election of COGES members, 2) formation, implementation and evaluation of school activities, and 3) effective monitoring.</p>
<p>(2) Municipality's support for COGES Commune: There were a few COGES Communes which received financial support from local governments. This is a potential source of support as a result of good relationship between COGES Commune and the local government.</p>
<p>(3) The role of NGO in capacity development: The Project made a very effective use of a local NGO. NGO, together with the Japanese experts, provided training and vision for COGES officers who then provided training for community members. When NGOs are mobilized to replace the work of local governments, there is danger of dependency and lack of sustainability. NGOs must be mobilized to support the local government officials by developing their capacity and act as a catalyst.</p>
<p>(4) Effective training: The Project has made a very effective training available for the communities. The local NGO, together with the counterpart and the Japanese experts, has formulated the participatory training methods using simulation and role-playing. The training was effective for both literate and non-literate populations.</p>
<p>(5) Support for the communities: There are vast educational needs in communities, but the communities themselves have the innate ability to meet these needs. The support must be made carefully in order to draw their innate ability like digging a well to draw the water from the abundant underground reservoir.</p>