

Summary of the Evaluation Results

Date: January 6, 2010

Department in charge: Human Development Department

1. Outline of the Project	
Country: Republic of Senegal	Project Title: Project on the Improvement of Educational Environment
Issue/Sector: Education / Primary Education	Cooperation Scheme: Technical Cooperation Project
Division in Charge: Basic Education Division 2/ Basic Education Group	Total Cost: 259 million 987 thousand yen
Period of Cooperation	(R/D): May 29, 2007 - May 28, 2010
	Partner country's Implementation Organization: Ministry of Education Supporting Organization in Japan: None
1-1. Background of the Project	
<p>In Senegal, although the enrollment rate of the primary education reached 82.5%, the completion rate remains around 50%. This means that the focus of the macro-level educational development should be put on the improvement of the quality rather than that of the access.</p> <p>However, if we look at the situation one by one, we find that the enrollment rate varies largely depending on the region. In terms of the dropout rate and the repetition rate, which are the indicators to show the quality of education, factors that affect these indicators are not only the problems of the learning achievement but also the various kinds of the problems such as the burdens of expenditures, the distance to the school, the lack of classrooms, the burdens of housework and the absence of teachers.</p> <p>According to the Senegalese decadal education sector programme (PDEF), Senegal aims to achieve universal primary education by 2010. In order to satisfy this objective, the country should work not only for the construction of the classrooms but also for the resolution of enrollment problems existing in the areas where the schools are already established.</p> <p>Since these problems are different according to the areas and the schools, it is difficult for the country, the regions or the departments to make a single plan that can solve all these problems. This is why the identification and the solution of the problems tend to be entrusted to each school or each region.</p> <p>Following this tendency, in 2002, the installation of the School management committee (CGE) was institutionalized in Senegal. Since then, the improvement of the school management through the active participation of the community has been encouraged. However, we found many cases where the CGE was not installed or where the CGE did not function in spite of its existence.</p> <p>In order to improve these situations, the Government of Senegal requested the Government of Japan to implement the project that supports the installation of functional CGE and the improvement of the educational environment through functional CGE. Based on the request, the project on "the Improvement of Educational Environment" started in May, 2007.</p>	
1-2. Project Overview	
(1) Overall Goal	
<ol style="list-style-type: none"> 1. Educational environment is improved through mobilizing community participation. 2. A model of a new school management through functional CGE is generalized. 	
(2) Project Purpose	
A model of a new school management through functional CGE is developed.	

(3) Outputs

1. CGEs are established in all schools in Louga region.
2. The capacity of CGE is reinforced.
3. The effective and sustainable monitoring system is developed.
4. The capacity of administrative and financial support for CGE is reinforced.

(4) Inputs (as of the moment of this evaluation)

Japanese side:

Long term Experts: 2 experts in 2 fields (Chief advisor/School management, and Community participation/Project coordinator), total 146M/M

Short term Experts: 1 expert in 1 field (Project coordinator), 5M/M

Training in Japan and/or in the third country : None

Provision of equipment: None

Cost for the Project: Approx. 104,711,000 yen (from May, 2007 to December, 2009)

Senegalese side:

Counterpart Personnel: 14 C/P personnel at the Regional level, and 2 C/P personnel at the Central level

Building and Facilities: Not provided by the Senegalese side

Running cost for the project: No budget for the operation was allocated, but the cost to conduct the integral monitoring was provided by the IDEN.

2. Evaluation Team

Members of Evaluation Team	Leader:	Masahiro HARA, Senior Advisor (Education), JICA
	Cooperation Planning:	Emi SATO, Associate Expert, Basic Education Division 2, Basic Education Group, Human Development Department
	Evaluation and Analysis:	Yasuyo HASEGAWA, Consultant, Interworks, Co., Ltd.

Period of Evaluation	November 30, - December 18, 2009	Type of Evaluation: Final Evaluation
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3. Evaluation Results

3-1. Project Performance

(1) Achievement of Outputs

Output 1: CGEs are established in all schools in Louga region.

Among the target schools of 1st and 2nd generations (494 schools), 367 schools (74%) have submitted the Contract of the objectives for the CGE creation (Contrat d'objectif du Montage de CGE). Since there was a problem in the method of collecting the said document, the submission rate was low in one department. However, even though the said document was not submitted, there are the cases where the CGEs are installed. Therefore, the Output 1 is practically achieved.

Output 2: The capacity of CGE is reinforced.

The Project expects that the capacity of CGE is reinforced through the planning and execution of Voluntary Action Plan (PAV). Among the target schools of 1st and 2nd generations (494 schools), 384 schools (78%) have elaborated the PAV, and 364 schools (74%) have executed at least one activity of the PAV. Therefore, the Output 2 is practically achieved.

Output 3: The effective and sustainable monitoring system is developed.

The Project is trying to establish the monitoring system which makes good use of the voluntary efforts of the principal responsible for the zone. However, the system was not fully established yet. The

rate of the report submitted to IDEN by the principal responsible for the zone decreased from 94 % (1st report) to 69 % (2nd report). The more efforts are required in order to reach the Output 3.

Output 4: The capacity of administrative and financial support for CGE is reinforced.

Since the disbursement of the counterpart fund was delayed, there is an activity which was not executed. Therefore, the Output 4 has not yet reached the stage of evaluation.

(2) Achievement of Project Purpose

A model of a new school management through functional CGE is developed.

In the sense that “the model to set up the functional CGE” is developed, the model is practically established. This is shown by the rate of schools which submitted the decree of the CGE creation (l’arrêté de la création des CGE). Among the target schools of 1st and 2nd generations (494 schools), 443 schools (90%) have submitted the said document. However, in the sense that “the model to monitor and support the CGE in order to make it functional” is developed, the model was not fully established yet. This is shown by the rate of the CGE reports collected. The rate decreased from 76 % (1st CGE report) to 53 % (2nd CGE report).

(3) Achievement of Overall Goal (perspective)

1. Educational environment is improved through mobilizing community participation.

The indicators mentioned in the PDM (dropout rate, repetition rate, enrollment rate, and attendance rate in Louga region) are not enough to measure the contribution made only by the Project. However, the interview conducted by the evaluation team illustrated the case where “educational environment” in a broad sense was improved, such as the increase of girls’ enrollment rate or better learning achievement. Therefore, the evaluation team concluded that the Project contributes to the achievement of the Overall Goal 1.

2. A model of a new school management through functional CGE is generalized.

The Overall Goal 2 has not reached the stage of evaluation, for the model was not yet fully established by the time of the evaluation. However, the installation of the CGE is institutionalized in Senegal and the Ministry of Education and the related organizations of other regions are interested in the results of the Project. Therefore, generalization of the model could possibly take place.

3-2. Summary of the Evaluation Results

(1) Relevance: Very High

The Project responds strongly to the needs of the target area and group, and is consistent with Senegalese decadal education sector programme (PDEF) and the Japanese aid policy to Senegal. Therefore the relevance of the Project is very high. Furthermore, the Project is suitable as a means, for the Project makes good use of the experiences acquired from “The Project on Support to the Improvement of School Management through Community Participation (School for All),” which Japan has executed in Niger.

(2) Effectiveness: Moderate

“A model of a new school management through functional CGE” in the Project Purpose will be fully established by the establishment of the two models. The one is “the model to set up the functional CGE” and the other is “the model to monitor and support the CGE in order to make it functional.” As mentioned in Achievement of Project Purpose, the latter has not been fully established yet, while the former is practically established. What is more, the problems contained in the monitoring system which the Project

is trying to establish by making good use of the voluntary efforts of the principal responsible for the zone are becoming apparent. Therefore the effectiveness of the Project is judged to be moderate.

(3) Efficiency: Moderate

The competence and contribution of the Senegalese counterparts and the efforts of the Japanese experts are particularly notable. The measures to maximize the efficiency of the Project were taken. However, as mentioned in Achievement of Outputs, the Outputs 3 and 4 have not been produced enough, while the Outputs 1 and 2 have been produced as planned. The uncertainty of the causal relationship between the Output 3 and the activities relating to this Output affected the production of the Output 3 negatively. In terms of the Output 4, the important assumption was not satisfied, so the activity which produces the Output 4 was not executed. From these points of view, the efficiency of the Project is judged to be moderate.

(4) Impact: Moderate to Somewhat Higher

As mentioned in Achievement of Overall Goal, the improvement of the “educational environment” in a broad sense was confirmed. This means that the project is moving towards the achievement of the Overall Goal 1. On the other hand, the Overall Goal 2 has not reached the stage of evaluation, for the model was not yet fully developed. However, the effects of the Project expand not only in the activities for the improvement of the educational environment but also for the improvement of the community environment as a whole. This happens due to the solidarity of the population which was enhanced by the Project. Therefore the impact of the Project is judged to be from moderate to somewhat higher.

(5) Sustainability: Moderate to Somewhat Higher

The installation of the CGE is institutionalized in the Senegalese educational policy, and in the process of the decentralization/deconcentration it is expected that the CGE continues to play an important role in the school management. In terms of the technical aspect, instructors of the training sessions have been served by the Senegalese counterparts from the beginning of the Project, and the knowhow which is necessary to conduct the training is already transferred to the Senegalese side. It is confirmed that the Voluntary Action Plan (PAV), the tool introduced by the Project, is appreciated and well accepted by the community. However, there remain some difficulties. The method of transferring the knowhow in response to the change in personnel is not developed. The activities that can be executed by the PAV are limited according to the available resources. Furthermore, the monitoring system which is indispensable for making the CGE function continuously is not fully established. From these points of view, the sustainability of the Project is judged to be from moderate to somewhat higher.

3-3. Factors promoting the production of effects

(1) Project Implementation Structure

The close collaboration between the Project team (Japanese experts, consultant, and NGO) and the counterparts (ETR members) allowed the Project to be executed effectively and efficiently. The role of the each actor was clearly defined and each of them worked very actively.

(2) Information Sharing at the ETR meeting

The Project positioned the ETR reunion as the place not only for sharing the information but also for making the decision. This strengthened the ownership of the each actor and contributed to the furtherance of the Project execution.

(3) Involvement of various actors and groups of the community

The Project included the chief of the village, the representatives of the PTA and the group for the promotion of women as participants of the training session. Furthermore, the Project gave a briefing to the governors of the region and department same as the mayors and invited them to the training session. The involvement of various actors facilitated the participation of various groups of the community to the activities for the improvement of the educational environment. It also encouraged the decentralized/deconcentrated organs to provide the supports.

(4) Introduction of the PAV as a tool

The project has introduced the PAV as a tool which makes the CGE function continuously. The participation to the activities of the PAV is not obligatory, and each person can decide by oneself the level of contribution and the way of contribution (money, material, or labour). The right sides of the PAV action plan format (responsible organization and resources) are particularly important. Identification of the person in charge and available resources at the time of planning makes the plan realizable.

3-4. Factors inhibiting the production of effects

(1) Delay of the disbursement of counterpart fund

The Project aims to reinforce the capacity of administrative and financial support for CGE through the monitoring and evaluation of the process of executing the School Project (Projet d'Ecole: PE) financed by the counterpart funds. However, since the disbursement of counterpart funds was delayed, the PE was not yet executed at each school.

(2) Lack of the social mobilization

The evaluation team confirmed the cases where the CGE did not function for the lack of the social mobilization, even though it was installed. There are also some cases where the CGE is managed to be functional, but it has difficulties to get the sufficient social mobilization. It is important to identify the factors that constrain the social mobilization by analyzing the actual situation of each CGE.

(3) Insufficiency of the CLEF's functionality

The development of the monitoring system is behind the schedule. The one reason for this delay is that the Regional Committee of Education and Training (CLEF) does not function as expected. The other is that the Project made the decision that the CLEF was not an appropriate organization to conduct the "monitoring" defined by the Project.

3-5. Conclusion

As explained above, the Project was executed in response to the Senegalese educational policy which institutionalizes the CGE as an "organ for the management of the PDEF." The Project aims to install the CGE at each school and make it functional, and the relevance of the Project is very high. However, the monitoring system, which is inevitable to make the CGE function continuously, has not been yet fully developed, and this may influence the achievement of Project Purpose and consequently the achievement of Overall Goal negatively. The Project will end in May 2010, but it is required that the problems existing in the present monitoring system will be identified and analyzed by the end of the Project.

3-6. Recommendations

(1) Short-term Recommendation

The following measures should be taken by the end of the Project:

- Identification and analysis of the problems existing in the current model
The difficulties which the current model contains are becoming clear. Therefore, it is important for the Project to identify the problems existing in the model and analyze their factors during the remaining period.
- Documentation of the Project's experiences
Reflecting the results of the identification and analysis, it is important to compile the experiences of the Project. This document makes it possible to share the experiences with other regions in Senegal.
- Follow-up of the execution of the PE
Although the disbursement of the funds for the PE was delayed, the project is required to make efforts to follow the allocation and execution of the PE.

(2) Medium- and Long-term Recommendation

The following measures should be taken after the end of the Project:

- Reinforcement of the structure of Ministry of Education for the implementation of the CGE policy
- Experimentation of the applicability of the model in other regions
- Formalization and generalization of the model of the functional CGE