

Country Name	<b>School Management Committee Support Project</b>
Burkina Faso	

**I. Project Outline**

Background	<p>In Burkina Faso, “the Ten-year Basic Education Development Plan (Plan Décennal de Développement de l’Education de Base: PDDEB)” (revised in 2007), as a development framework of the education sector, had set forth the 2 major goals by 2010, 1) increasing the gross enrollment rate to 78.2% and the adult literacy rate to 40% by 2010 by the 3 pillars of “expansion of access to education”, “quality improvement of education” and “capacity building of educational administration”. As a result, whereas the primary enrollment rate had steadily improved, learning environments in primary school had remained severe due to lack of the number of teachers and continuous overcrowded classrooms. PDDEB aimed at improvement of the learning environments for achievement of “quality improvement of education”. In May 2008, the Ministry of National Education and Literacy (Ministère de l’Enseignement de Base et de l’Alphabétisation: MEBA) promulgated a law concerning establishment of school management committee (Comités de Gestion d’École : COGES) which perform a role of school management. However, a specific strategy was not clearly stipulated and did not brought about the situation where COGESs were functioning under sufficient participation of communities. Under the situation, the government of Burkina Faso requested the government of Japan a technical cooperation project to functionalize COGESs smoothly.</p>												
Objectives of the Project	<p>The project aims at formulation of a strategy to establish functional COGESs through delivery of trainings for educational officers and school staffs on establishment of COGES, establishment of a monitoring system on COGES activities by education officers at levels of provinces and the basic education districts (Circonscription d’Education de Base: CEB) and support for activities to disseminate a COGES model in the target region, thereby contributing to extension of the COGES model nationwide and improvement of school environment by the COGESs.</p> <ol style="list-style-type: none"> <li>Overall Goal: 1) Functional COGESs are extended nationwide, 2) School environment is improved by functional COGESs.</li> <li>Project Purpose: The strategy on establishment of functional COGESs is formulated in the target area.</li> </ol>												
Activities of the Project	<ol style="list-style-type: none"> <li>Project Site: Central Plateau Region, Central East Region, 5 CEBs in Central Region, 3 Provinces in Central North Region (The project sites were extended from 1,400 schools in the two regions of Central Plateau and Central East in the original plan to 2,780 schools in the four regions for dissemination of the COGES model.)</li> <li>Main Activities: 1) Delivery of trainings for education officers and school staffs on COGES and establishment of the COGESs, 2) Development of COGES operation guide and delivery of trainings on school activity plans and fund management methodologies, 3) Delivery of trainings for local government officers on monitoring of COGESs and holding monthly COGES monitoring meetings, 4) Evaluation and analysis of the COGES model and holding workshops for sharing experiences, etc.</li> <li>Inputs (to carry out above activities) <table border="0" style="width: 100%;"> <tr> <td style="width: 50%;">Japanese Side</td> <td style="width: 50%;">Burkina Faso Side</td> </tr> <tr> <td>1) Experts: 8 persons</td> <td>1. Staff Allocated: 10 persons</td> </tr> <tr> <td>2) Trainees Received: 10 persons</td> <td>2. Land and Facilities: project office</td> </tr> <tr> <td>3) Equipment: vehicle, motorcycle, PCs, printer, etc.</td> <td>3. Local Cost: training cost, etc.</td> </tr> <tr> <td>4) Local Cost: training cost, cost for manual development</td> <td></td> </tr> </table> </li> </ol>			Japanese Side	Burkina Faso Side	1) Experts: 8 persons	1. Staff Allocated: 10 persons	2) Trainees Received: 10 persons	2. Land and Facilities: project office	3) Equipment: vehicle, motorcycle, PCs, printer, etc.	3. Local Cost: training cost, etc.	4) Local Cost: training cost, cost for manual development	
Japanese Side	Burkina Faso Side												
1) Experts: 8 persons	1. Staff Allocated: 10 persons												
2) Trainees Received: 10 persons	2. Land and Facilities: project office												
3) Equipment: vehicle, motorcycle, PCs, printer, etc.	3. Local Cost: training cost, etc.												
4) Local Cost: training cost, cost for manual development													
Project Period	November, 2009 – March, 2014 (Extended Period: November, 2013 – March, 2014)	Project Cost	(ex-ante) 300 million yen, (actual) 417 million yen										
Implementing Agency	Ministry of National Education and Literacy (MEBE) (Ministry of Basic Education and Literacy was renamed in January 2011)												
Cooperation Agency in Japan	None												

**II. Result of the Evaluation**

< Special Perspectives Considered in the Ex-Post Evaluation >

[Achievement level of the Project Purpose at the time of project completion]

The project period was extended due to an evacuation of Japanese experts from Burkina Faso since the political turmoil induced deterioration of security situation in the country in 2011. However, the achievement level of the Project Purpose was verified only by the terminal evaluation undertaken in April 2013, but it was not confirmed that it had been verified by the both sides of Burkina Faso and Japan at the time of project completion. Therefore, the judgement on the achievement level of the Project Purpose is based on the results of the terminal evaluation in April 2013 in this ex-post evaluation.

**1 Relevance**

<Consistency with the Development Policy of Burkina Faso at the Time of Ex-Ante Evaluation and Project Completion>

This project was consistent with Burkina Faso’s development policies of “the Ten-year Basic Education Development Plan (BDDEB)” (revised in 2007) and “the Ministerial Order №2013-023 for Structure and Function of COGES” (effective since March, 2013) setting quality improvement of education as one of prioritized areas.

<Consistency with the Development Needs of Burkina Faso at the Time of Ex-Ante Evaluation and Project Completion >

The project was consistent with Burkina Faso’s development needs of “functionalization of COGESs” because COGESs were not functioning well despite that the law on establishment of COGESs as a main body of school management was issued in May 2008 in order

to improve school environment.

<Consistency with Japan’s ODA Policy at the Time of Ex-Ante Evaluation>

The project was consistent with the Japan’s ODA policy towards Burkina Faso, including support for the basic human needs including basic education, which was one of priority areas confirmed by the bilateral dialogue between Burkina Faso and Japan in July 2007. It was consistent with “TICAD IV<sup>1</sup> Yokohama Action Plan” adopted in May 2008 mentioning an expansion of a project to improve school management based on the model of “School for All” to 10,000 schools in West Africa.

<Evaluation Result>

In light of the above, the relevance of the project is high.

## 2 Effectiveness/Impact

<Status of Achievement for the Project Purpose at the time of Project Completion>

The Project Purpose was achieved by the time of project completion. Most of COGESs in the target areas prepared their activity plans and their implementation rate exceeded 70% (Indicator 1). In terms of community contribution to school management (Indicator 2), the number of COGESs established surged from 362 in 2009/10 to 1,442 in 2011/12, and the size of financial contribution had significantly expanded in terms of the total amount as well as the amount per COGES. Also, regarding community participation into the school management, COGESs were newly established steadily every year and the activities for establishing COGESs in rural areas started in the 2011/12. The total number of participants into COGESs established by 2011/12 exceeded 154,000 and the proportion of female members in COGESs reached to almost half of the total number, 48%. As for the extension of the COGES model promoted by the project (Indicator 3), the “Ministerial Order on Structure and Function of COGES” was issued and effective in March 2013 after approval of the relevant ministries and the nationwide extension strategy was approved in May 2013.

<Continuation Status of Project Effects at the time of Ex-post Evaluation>

The project effects have mostly continued since the project completion. After the project completion, a system for dissemination of the COGES model has been established and the establishment of COGESs have been promoted in the target areas and the non-target areas. The number of COGESs in the target region increased from the ones at the project completion and reached to 3,058 in total as of the year of 2015/16. The implementation rates of activity plans by COGES have been more than 80% in the 3 regions of Central Plateau, Central East and Central North. In addition, 7,561 COGESs had been established in total in 9 regions besides the target areas. Even in the non-target regions, the implementation rates of activity plans by COGES was more than 60%. Financial contribution to school management by COGES increased from 2012/2013 to 2015/2016 on the total amount basis except in Central East Region. On the other hand, while the amount of financial contribution for each COGES increased in regions of Central Plateau and Central North, it has decreased in regions of Central East and Central. In the regions where the financial contribution has increased, it has been perceived that understanding on the COGES activities and improvement of school management have motivated the community members to participate in the COGES activities. However, in the regions where the financial contribution has decreased, the community members have been less motivated due to hesitation against double payment of financial contributions to the two similar organizations with the similar purpose, namely the Parents Association (Association de Parents d’Elèves: APE) and COGES. The participation rates in general meetings of COGES have been in upward trends for 15 out of 22 COGESs surveyed for this ex-post evaluation. It was recognized that that situation has resulted from reliability of the COGES members towards the management of COGES with transparency and the COGES members’ understanding on COGES through awareness raising activities. Also, the General Directorate of Formal Education (Direction Generale de l’Education Formale Generale: DGEFG) of MEBA established an extension system for the COGES model promoted by the project based on the Ministerial Order.

<Status of Achievement for Overall Goal at the time of Ex-post Evaluation>

The Overall Goal has been achieved at the time of ex-post evaluation. In terms of the Overall Goal 1, “nationwide dissemination of the functional COGES model” has been reflected into the “Strategic Development Program for Basic Education (Programme Développement Stratégique de l’Education de Base: PDSEB)” (2012-2021), and the model has been disseminated. The “School Management Committee Support Project Phase 2” (May, 2015-December, 2017), as a successive project of this project, the establishment of COGESs has been promoted in all the regions of the country, and the number of COGESs established reached to 11,216 as of the year of 2015/16. In addition, in the 10 non-target regions, the adoption rates of the COGES model (the proportion of primary schools with COGES) attained 87% in the lowest region and 98% in the highest region. In terms of the Overall Goal 2, “improvement of school environment by the functional COGES”, 3,621 COGES in the country have been implementing the five activities incorporated in the school activity plan under the Phase 2 project. In particular, construction of classrooms and operation of canteens have positively affected access to primary education (Indicator 2-1). At a national level, the gross enrollment rate and the gross entrance rate (Indicator 2-2) improved from the time of beginning of the project to the year of 2015/16 after the project completion. The improvement attributes to effects of supports by the government of Burkina Faso and other donors. In terms of communities’ participation into school management (Indicator 2-3), as mentioned above, the participation rate for the general meetings of COGESs have been over 60% of COGESs surveyed by the ex-post evaluation and in upward trends. The financial contribution has increased from the previous year in 2 out of the target regions and 4 out of the non-target regions

<Other Impacts at the time of Ex-post Evaluation>

Positive impacts of the project were observed at the time of ex-post evaluation. Many of the officers of MEBA interviewed by the ex-post evaluation answered that the project contributed to improvement of the girls’ enrollment rate, in particular. Also, cooperation and collaboration between school support organizations (APE, Mothers’ Association (AME) and COGES) at a community level has been promoted. No negative impact of the project was observed at the time of ex-post evaluation.

<Evaluation Result>

In light of the above, through the implementation of the project, the Project Purpose was achieved, the Project Effects have continued, and the Overall Goal has been achieved by the time of ex-post evaluation. Therefore, the effectiveness/impact of the project is high.

### Achievement of Project Purpose and Overall Goal

Aim	Indicators	Results
-----	------------	---------

<sup>1</sup> The 4<sup>th</sup> Tokyo International Conference on African Development

<p>(Project Purpose) The strategy on establishment of functional COGES in the target area is formulated.</p>	<p>(Indicator 1) More than 75% of COGESs elaborate and implement their school activity plans.</p>	<p>Status of the Achievement: Achieved (Continued) (Project Completion) [Rate of preparation of school activity plans by COGESs]</p> <table border="1" data-bbox="639 143 1390 215"> <thead> <tr> <th>2009/10</th> <th>2010/11</th> <th>2011/12</th> </tr> </thead> <tbody> <tr> <td>100%</td> <td>100%</td> <td>97%</td> </tr> </tbody> </table> <p>[Implementation rate of activity plans by COGESs]</p> <table border="1" data-bbox="639 244 1533 456"> <thead> <tr> <th>Year</th> <th>No. of COGESs</th> <th>No. of activity plans</th> <th>No. of implemented school activity plans</th> <th>Implementation rate school activity plans (against plan: %)</th> <th>No. of activities per COGES</th> </tr> </thead> <tbody> <tr> <td>2009/10</td> <td>362</td> <td>1,594</td> <td>1,328</td> <td>83%</td> <td>3.7</td> </tr> <tr> <td>2010/11</td> <td>1,035</td> <td>4,904</td> <td>3,503</td> <td>71%</td> <td>3.3</td> </tr> <tr> <td>2011/12</td> <td>1,442</td> <td>6,673</td> <td>4,756</td> <td>71%</td> <td>3.3</td> </tr> </tbody> </table> <p>(Ex-post Evaluation) [Implementation rate of activity plans by COGESs (Year of 2015/2016)]</p> <table border="1" data-bbox="639 553 1533 862"> <thead> <tr> <th>Region</th> <th>No. of COGESs</th> <th>No. of school activity plans</th> <th>No. of implemented school activity plans</th> <th>Implementation rate of school activity plans (against plan: %)</th> <th>No. of activities per COGES</th> </tr> </thead> <tbody> <tr> <td>Central Plateau</td> <td>780</td> <td>2,834</td> <td>2,378</td> <td>84%</td> <td>3.0</td> </tr> <tr> <td>Central East</td> <td>882</td> <td>3,686</td> <td>2,986</td> <td>81%</td> <td>3.4</td> </tr> <tr> <td>Central</td> <td>378</td> <td>1,275</td> <td>844</td> <td>66%</td> <td>2.2</td> </tr> <tr> <td>Central North</td> <td>1,018</td> <td>3,807</td> <td>3,078</td> <td>81%</td> <td>3.0</td> </tr> </tbody> </table>	2009/10	2010/11	2011/12	100%	100%	97%	Year	No. of COGESs	No. of activity plans	No. of implemented school activity plans	Implementation rate school activity plans (against plan: %)	No. of activities per COGES	2009/10	362	1,594	1,328	83%	3.7	2010/11	1,035	4,904	3,503	71%	3.3	2011/12	1,442	6,673	4,756	71%	3.3	Region	No. of COGESs	No. of school activity plans	No. of implemented school activity plans	Implementation rate of school activity plans (against plan: %)	No. of activities per COGES	Central Plateau	780	2,834	2,378	84%	3.0	Central East	882	3,686	2,986	81%	3.4	Central	378	1,275	844	66%	2.2	Central North	1,018	3,807	3,078	81%	3.0
2009/10	2010/11	2011/12																																																												
100%	100%	97%																																																												
Year	No. of COGESs	No. of activity plans	No. of implemented school activity plans	Implementation rate school activity plans (against plan: %)	No. of activities per COGES																																																									
2009/10	362	1,594	1,328	83%	3.7																																																									
2010/11	1,035	4,904	3,503	71%	3.3																																																									
2011/12	1,442	6,673	4,756	71%	3.3																																																									
Region	No. of COGESs	No. of school activity plans	No. of implemented school activity plans	Implementation rate of school activity plans (against plan: %)	No. of activities per COGES																																																									
Central Plateau	780	2,834	2,378	84%	3.0																																																									
Central East	882	3,686	2,986	81%	3.4																																																									
Central	378	1,275	844	66%	2.2																																																									
Central North	1,018	3,807	3,078	81%	3.0																																																									
	<p>(Indicator 2) Contribution to school management by communities (fund, equipment, and services) are increased.</p>	<p>Status of the Achievement: Achieved (Partially continued) (Project Completion) [Financial contribution by communities]</p> <table border="1" data-bbox="639 958 1541 1160"> <thead> <tr> <th></th> <th>2009/10</th> <th>2010/2011</th> <th>2011/12</th> </tr> </thead> <tbody> <tr> <td>No. of COGESs</td> <td>362</td> <td>1,035</td> <td>1,442</td> </tr> <tr> <td>Financial Contribution (Total amount) (million FCFA)</td> <td>62.27</td> <td>189.27</td> <td>387.98</td> </tr> <tr> <td>Financial Contribution per COGES (Million FCFA)</td> <td>0.172</td> <td>0.182</td> <td>0.269</td> </tr> </tbody> </table> <p>[Participation of communities into newly established COGESs]</p> <table border="1" data-bbox="639 1223 1513 1550"> <thead> <tr> <th></th> <th>2009/10</th> <th>2010/2011</th> <th>2011/12*</th> <th>Total</th> </tr> </thead> <tbody> <tr> <td>No. of newly established COGESs</td> <td>362</td> <td>673</td> <td>407</td> <td>1,442</td> </tr> <tr> <td>No. of persons of communities participating in newly established COGESs</td> <td>44,851</td> <td>74,773</td> <td>34,394</td> <td>154,018</td> </tr> <tr> <td>Proportion of women -participating in COGES (%)</td> <td>49.3</td> <td>49.1</td> <td>44.4</td> <td>48.1</td> </tr> <tr> <td>No. of persons participating per COGES</td> <td>124</td> <td>110</td> <td>84</td> <td>106</td> </tr> </tbody> </table> <p>*In 2011/12, although the activities for establishing new COGES in rural areas were conducted, the total number of participants in COGESs and the number of participants per COGES were smaller than the those data for the period by the previous year.</p> <p>(Ex-post Evaluation)</p> <ul style="list-style-type: none"> <li>Financial contribution in 2 out of all the target regions has been increasing. Refer to the indicator 2-3 of the Overall Goal.</li> </ul>		2009/10	2010/2011	2011/12	No. of COGESs	362	1,035	1,442	Financial Contribution (Total amount) (million FCFA)	62.27	189.27	387.98	Financial Contribution per COGES (Million FCFA)	0.172	0.182	0.269		2009/10	2010/2011	2011/12*	Total	No. of newly established COGESs	362	673	407	1,442	No. of persons of communities participating in newly established COGESs	44,851	74,773	34,394	154,018	Proportion of women -participating in COGES (%)	49.3	49.1	44.4	48.1	No. of persons participating per COGES	124	110	84	106																			
	2009/10	2010/2011	2011/12																																																											
No. of COGESs	362	1,035	1,442																																																											
Financial Contribution (Total amount) (million FCFA)	62.27	189.27	387.98																																																											
Financial Contribution per COGES (Million FCFA)	0.172	0.182	0.269																																																											
	2009/10	2010/2011	2011/12*	Total																																																										
No. of newly established COGESs	362	673	407	1,442																																																										
No. of persons of communities participating in newly established COGESs	44,851	74,773	34,394	154,018																																																										
Proportion of women -participating in COGES (%)	49.3	49.1	44.4	48.1																																																										
No. of persons participating per COGES	124	110	84	106																																																										
	<p>(Indicator 3) Approval on a strategy at a national level workshop</p>	<p>Status of the Achievement: Achieved (Continued) (Project Completion)</p> <ul style="list-style-type: none"> <li>In March, 2013, after an approval by the related four ministries, the Ministerial Order on Structure and Function of COGES was issued and the COGES establishment model promoted by the project was approved in the Ministerial Order.</li> <li>The national extension strategy for the COGES model was approved in May, 2013.</li> </ul> <p>(Ex-post Evaluation)</p> <ul style="list-style-type: none"> <li>After the project completion, the Ministerial Order No.2014-0082 and No.2017-0039 for setting up the Office of Coordination of Decentralized School Management for dissemination of COGESs (Service de la Coodination de la Gestion Décentralisée des Ecoles: SCGDE) nationwide was implemented, and the organizational arrangement has been progressed. (Refer to the section of “Sustainability”).</li> </ul>																																																												
<p>(Overall Goal)</p>	<p>(Indicator 1)</p>	<p>(Ex-post Evaluation) Achieved</p> <ul style="list-style-type: none"> <li>The COGES model promoted by the project was extended nationwide by the Phase 2</li> </ul>																																																												

1) Functional COGES model is extended nationwide.	Integration of the strategy into the sector plan.	<p>project.</p> <ul style="list-style-type: none"> <li>The COGES model was adopted in all the regions as a model reflecting the contents of the “Strategic Development Program for Basic Education (PDSEB)” for decentralization of education administration and school management.</li> </ul> <p>[Adoption status of the COGES model in the non-target regions (year of 2015/16)]</p> <table border="1" data-bbox="730 181 1490 517"> <thead> <tr> <th>Region</th> <th>Proportion of primary schools with the COGES model*</th> </tr> </thead> <tbody> <tr><td>Boucle du Mouhoun</td><td>95.9%</td></tr> <tr><td>Cascades</td><td>93.5%</td></tr> <tr><td>Central</td><td>87.0%</td></tr> <tr><td>Central West</td><td>87.5%</td></tr> <tr><td>Central South</td><td>94.7%</td></tr> <tr><td>East</td><td>92.9%</td></tr> <tr><td>Upstream</td><td>91.1%</td></tr> <tr><td>North</td><td>95.2%</td></tr> <tr><td>Sahel</td><td>89.5%</td></tr> <tr><td>South West</td><td>98.4%</td></tr> </tbody> </table> <p>*The proportion of primary school establishing COGES out of the total number of primary schools</p>	Region	Proportion of primary schools with the COGES model*	Boucle du Mouhoun	95.9%	Cascades	93.5%	Central	87.0%	Central West	87.5%	Central South	94.7%	East	92.9%	Upstream	91.1%	North	95.2%	Sahel	89.5%	South West	98.4%																						
Region	Proportion of primary schools with the COGES model*																																													
Boucle du Mouhoun	95.9%																																													
Cascades	93.5%																																													
Central	87.0%																																													
Central West	87.5%																																													
Central South	94.7%																																													
East	92.9%																																													
Upstream	91.1%																																													
North	95.2%																																													
Sahel	89.5%																																													
South West	98.4%																																													
2) School environment is improved by functional COGES.	<p>(Indicator 2-1) Types and numbers of activities implemented under the school activity plans.</p> <p>(Indicator 2-2) Improvement of educational statistics (gross entrance rate<sup>2</sup>, gross enrollment rate<sup>3</sup>, attendance rate, etc.)</p> <p>(Indicator 2-3) Improvement of communities’ participation in school management</p>	<p>(Ex-post Evaluation) Achieved</p> <ul style="list-style-type: none"> <li>Types of activities: After the project completion, the following five activities were incorporated in the activity plans: <ul style="list-style-type: none"> <li>Increase in study time</li> <li>Purchase of school equipment and teaching materials</li> <li>Increase in commitments by stakeholders concerning education, including mayors and supervisors for children’s learning environment</li> <li>Improvement of learning conditions (learning environment, hygiene (toilet), management for school lunch, and so on)</li> <li>Improvement of learning environment (facility construction)</li> </ul> </li> <li>Numbers of activities: According to the Project Completion Report on the Phase II (Table 30), 29,288 activities in total were conducted by 11,216 COGES in all the 13 provinces. ((2.5 activities were conducted by one COGES in average)</li> </ul> <p>(Ex-post Evaluation) Achieved [Educational indicators at a national level]</p> <table border="1" data-bbox="639 972 1358 1059"> <thead> <tr> <th></th> <th>2009/10</th> <th>2013/14</th> <th>2014/15</th> <th>2015/16</th> </tr> </thead> <tbody> <tr> <td>Gross enrollment rate</td> <td>74.8%</td> <td>83.0%</td> <td>83.7%</td> <td>86.1%</td> </tr> <tr> <td>Gross entrance rate</td> <td>85.8%</td> <td>97.0%</td> <td>98.8%</td> <td>100.1%</td> </tr> </tbody> </table> <p>(Ex-post Evaluation) Partially achieved</p> <ul style="list-style-type: none"> <li>The number of participants in the COGES activities: No data available, but 15 out of the 22 COGESs surveyed by the ex-post evaluation answered that the participation rate for COGES general meetings and meetings.</li> <li>Financial contribution by communities: Among the target regions, the contribution has increased in regions of Central Plateau and Central North since the project completion. It increased in the regions where the COGES model has been disseminated since the year of 2014/15 (Boucle du Mouhoun, Cascades, Upstream, South West)</li> </ul> <p>[Financial contribution by communities]</p> <table border="1" data-bbox="639 1319 1530 1489"> <thead> <tr> <th rowspan="2">Region</th> <th colspan="2">Total (Million FCFA)</th> <th colspan="2">Per COGES (FCFA)</th> </tr> <tr> <th>2012/13</th> <th>2015/16</th> <th>2012/13</th> <th>2015/16</th> </tr> </thead> <tbody> <tr> <td>Central Plateau</td> <td>84.045</td> <td>108.212</td> <td>0.132</td> <td>0.138</td> </tr> <tr> <td>Central East</td> <td>201.297</td> <td>130.764</td> <td>0.315</td> <td>0.148</td> </tr> <tr> <td>Central</td> <td>11.124</td> <td>40.521</td> <td>0.137</td> <td>0.107</td> </tr> <tr> <td>Central North</td> <td>84.529*</td> <td>107.771</td> <td>0.083*</td> <td>0.105</td> </tr> </tbody> </table> <p>*The data for the Central North Region comes from 2013/14.</p>		2009/10	2013/14	2014/15	2015/16	Gross enrollment rate	74.8%	83.0%	83.7%	86.1%	Gross entrance rate	85.8%	97.0%	98.8%	100.1%	Region	Total (Million FCFA)		Per COGES (FCFA)		2012/13	2015/16	2012/13	2015/16	Central Plateau	84.045	108.212	0.132	0.138	Central East	201.297	130.764	0.315	0.148	Central	11.124	40.521	0.137	0.107	Central North	84.529*	107.771	0.083*	0.105
	2009/10	2013/14	2014/15	2015/16																																										
Gross enrollment rate	74.8%	83.0%	83.7%	86.1%																																										
Gross entrance rate	85.8%	97.0%	98.8%	100.1%																																										
Region	Total (Million FCFA)		Per COGES (FCFA)																																											
	2012/13	2015/16	2012/13	2015/16																																										
Central Plateau	84.045	108.212	0.132	0.138																																										
Central East	201.297	130.764	0.315	0.148																																										
Central	11.124	40.521	0.137	0.107																																										
Central North	84.529*	107.771	0.083*	0.105																																										

Source : Terminal Evaluation Report, Project Completion Report, project documents related to the Phase 2 project, results of field survey by the ex-post evaluation (questionnaire and interview survey with 22 COGES in the target and non-target regions)

### 3 Efficiency

The project cost and the project period exceeded the plans (ratio against the plan: 139% and 108%, respectively). The excess of the project cost matched the additional outputs for nationwide dissemination of the COGES model and the project scope was extended from 1,400 schools in 2 regions in the original plan to 2,780 schools in 4 regions, in accordance with the approval on the nationwide extension strategy for the COGES model by MEBA in May, 2013. Also, it is judged that the extension of the project period matched the additional inputs considering the evacuation of the Japanese experts in 2011 caused by the deteriorated security in the country and the expansion of the project sites. Therefore, the efficiency of the project is high.

### 4 Sustainability

#### <Policy Aspect>

As mentioned above, the policies related to dissemination of the COGES model such as establishment and operation of COGES and its monitoring system have been reflected into PDSEB (2012~2021) of the Ministry of Basic Education and Literacy, which includes measures including activation of COGESs.

#### <Institutional Aspect>

<sup>2</sup> The proportion of the actual number of children entering in primary school against the number of children at age for entrance in primary school (the age of 6) in the relevant school year. The current primary education system in Burkina Faso is the 6-year course.

<sup>3</sup> The proportion of the actual number of students enrolled against the number of children at school ages for primary education (the age of 6-11) in the relevant school year.

In Burkina Faso, the organizational arrangement for dissemination of the school management based on COGESs has been promoted through decentralized school management<sup>4</sup>. SCGDE under DGEFG of MEBA has been responsible for the decentralized management for schools in the country as well as for COGESs engaged in school management on site. At the regional level, one officer in charge of COGES has been deployed to the Regional Directorate of Preschool, Primary and Formal Education for supervision and technical support for COGESs. In addition, at the CEB level, focal points of COGESs have been positioned. At a communal level, development plan is required to include activities of GOGES and the Communal Coordination of GOCES (Coordination Communale de COGES: CCC) and supports activities by each COGES. For the extension of COGES, 13 officers at the regional level and 45 officers at the provincial level have been deployed. In all over the country, 488 officers at the CEB level and 360 officers at the communal level have been deployed in total. Since the extension of the COGES model have been progressed, it can be judged that the number of staffs deployed have been sufficient. CCC, which conducts monitoring and support for COGESs at local level, is composed of the school director, the chief of communal education office and the chief of CEB. The extension of CCCs was partly hampered because of social and political turmoil caused by frequent and extended strikes by local education officers for better deals. At the time of ex-post evaluation, among the target regions, while no CCC has been established in Central Region, CCCs have been established in Central Plateau Region (19 out of 20 communes), Central East Region (16 out of 30) and Central North Region (14 out of 28). However, the delay of establishing CCCs has not constrained establishment and dissemination of COGESs. The social turmoil such as strikes was determined in January, 2018 because the improvement of deals has been committed by the discussion between the Teachers Union and the Prime Minister and the Minister of Education at the time was resigned. Establishment of CCCs is essential to ensure quality and sustainability of COGESs' activities. Also, dissemination of CCCs is expected since establishment of CCCs is obligation by the ministerial order of the Ministry of Basic Education and Literacy.

#### <Technical Aspect>

The knowledge and skills of the officers of MEGA on establishment, management and monitoring of COGESs has been sufficient level. In addition, according to the Project Completion Report of the Phase 2 (table 4), capacity development trainings have been continuously delivered in order to ensure sustainability of COGESs' functions even after the project completion through SCGDE by the Phase 2 Project. Also, the officers in charge of COGES at the region level and the district level have the necessary knowledge and skills to supervise management of COGESs. CEBs, COGESs and schools have sustained the necessary knowledge and skills to continue the activities for improvement of school management based on the COGES model. Most of the manuals for training instructors prepared by the project, such as "the Guideline for establishment of COGESs", "the Guideline of Participatory School Management by COGES", "the Monitoring Guide" have been utilized, and the materials for COGESs, including "the COGES Manual", "the Manual for Preparation of School Activity Plan" and "the COGES Monitoring Manual" have been utilized since the project completion.

#### <Financial Aspect>

MEGA has allocated a budget for the extension of COGESs and monitoring. The budget amount increased from 500 million Franc CFA (FCFA) in 2014/15 to 888 million FCFA in 2015/16 because training cost for communities have been required in order to establish COGESs. After 2015/16 when COGESs were established nationwide, the budget related to COGESs has been downward trends and decreased to 129 million FCFA in 2016/17 and 79 million FCFA in 2017/18 as necessary cost has been only for monitoring. Whereas the budget at the central level has been sufficiently secured, many cases where the budgets had not been executed were observed by the survey for the ex-post evaluation due to the time-consuming process for budget allocation to each region and each district as well as the limited budget execution capacity of local education offices. Furthermore, there have been a critical issue on budget execution which is beyond the responsibility of MEBA because of the personnel reshuffle of the Ministry of Economy and the introduction of the new budget system as well as insufficient human resource capacity for the new system.

#### <Evaluation Result>

In light of the above, Slight problems have been observed in terms of the financial aspect of the implementing agency. Therefore, the sustainability of the effectiveness through the project is fair.

### 5 Summary of the Evaluation

The project achieved the Project Purpose for enhancement of system for establishing and maintaining the functional COGESs for primary schools in the country and the Overall Goals for improvement of educational indicators such as primary enrollment rate through the school management by COGESs. As for sustainability, although there has been an issue of constraints against budget execution at local level, the policy for nationwide extension of the COGES model has been clearly developed and the budget for activities of COGESs and monitoring activities have been secured at the central level. Also, the organizational arrangement for the extension of the COGES model has been well. As for efficiency, despite that the project cost and period exceeded the plan, the increase in the project cost was consistent with the increase in the outputs and the extension of the project period was for the measure to cope with the deterioration of security situation in Burkina Faso.

Considering all of the above points, this project is evaluated to be highly satisfactory.

## III. Recommendations & Lessons Learned

### Recommendations for Implementing Agency:

The following measures are recommended for the stakeholders of the project in order to promote positive impact and enhance sustainability of the project effects.

#### [DGEFG]

- For future, it is recommended to sustain capacity of school management by COGES and monitoring through continuous delivery of trainings for untrained persons such as newly appointed members of the COGES committees, including newly assigned school directors and members of CCCs in charge of monitoring while there is no problem on monitoring for COGESs so far.
- Prompt approval on an annual strategy of PDSEB for each year, including the year of 2019, smooth budgeting and budget allocation as well as firm implementation of the annual strategy are required for empowerment of COGESs and CCCs and improvement of school management under decentralization.

[Chiefs of Education Offices at local level, SCGES and the Directorate of Sectoral Statistics of the Ministry of Basic Education and

<sup>4</sup> Administrative units in Burkina Faso are: region (Région), province (Province), district (Département) and village (Commune).

Literacy]

- Budget execution procedures should be adequately conducted through deployment of capable staffs with accounting at local level and their capacity enhancement in order to execute expenses for monitoring (fuel cost, cost for reporting, and so on) which is necessary for continuous and effective monitoring of activities by COGESs and CCCs and for keeping records.

[SDGDE]

- Cooperation between school and community is essential to functionalize COGESs established in the country. Also, promotion of establishment of CCCs which has been limited in a part of the country is required to allocate subsidies for COGESs through CCCs. In addition, it is necessary to promote and support establishment of CCCs through firm delivery of trainings for stakeholders in areas without CCCs.

Lessons Learned for JICA:

- In the project, the extension strategy was elaborated for extension of the model for school management by COGES and CCC under decentralization in the post-project period and COGES was extended nationwide as planned. On the other hand, there were difficulties to extend CCC nationwide as planned despite of the support by the Phase 2 project since education officers at local level, including education supervisors and teachers, complained their deals and the labor unions launched a strike or boycotted. Although the delay of establishing CCCs has not constrained the dissemination of COGESs, it is essential for enhancement of sustainability of the COGESs' activities and it is desirable to implement extension of CCCs in parallel. That was not expected situation such as strikes by education administrative officers and teachers and the situation was not a controllable issue for the project to deal with. However, it is necessary to collect and assess information about activities by the teachers' unions or the labor unions which the education officers belong to, and consider selection of the target areas and project activities at the time of project formulation and the project implementation.



Caption

At the school of «Bagré Périmètre» B, the President and treasurer of the COGES accompanied by the principal come to say hello to a teacher who works in a classroom built by the COGES



Caption

A teacher in a classroom built by the COGES in the school of Namssa