

Part 2

Project-level Evaluation



Chapter 1 Overview of Evaluations of Individual Projects in Fiscal 2005

JICA evaluates individual projects using a consistent evaluation system from the ex-ante to ex-post stages. This chapter presents examples of each result of ex-ante, mid-term, terminal, and ex-post evaluations*. The lists in the Reference section of this report show all the individual projects evaluated in fiscal 2005

(252 projects in total; 109 of ex-ante, 24 of mid-term, 73 of terminal and 46 of ex-post evaluations). As JICA introduced a system to disclose evaluation results promptly on the website in fiscal 2003, the summaries of results of these evaluations are available on the website.

Example of Ex-ante Evaluation

I Outline of Project (as of December 2005)

- Country: Viet Nam
- Project name: Project for Improvement of Productive Technology in Small and Medium Scale Dairy Farms
- Sector: Agriculture, forestry, and fisheries
- Cooperation scheme: Technical Cooperation Project
- Division in charge: Rural Development Department
- Total cost (Japanese side): Approximately ¥360 million
- Period of cooperation: April 2006 to April 2010 (five years)
- Partner country's implementing agency: National Institute of Animal Husbandry (NIAH), Ministry of Agriculture and Rural Development (MARD)
- Supporting organization in Japan: Ministry of Agriculture, Forestry and Fisheries

1. Outline of Cooperation

Under the goal of improving the livelihoods of small and medium-scale dairy farms in Northern Viet Nam by increasing milk productivity, the project aims to improve dairy technology extension activities in the project areas (four provinces and four districts) by implementing the following activities: (1) improve functions of the Station for Training and Extension of Dairy Technologies (STED); (2) improve instructing capacity of STED trainers (National Trainer: NT); and (3) improve capacity for extension activities of dairy technology extension trainers** (Local Trainers: LT), etc., in the project areas.

2. Necessity and Positioning of Cooperation

(1) Current Situation and Problems

In response to a request from Viet Nam, JICA previously implemented technical cooperation projects, namely, the Project for Improvement of Cattle Artificial Insemination Technology, (2000-2005), and the Project for Strengthening the National Institute of Veterinary Research, (2000-2005), to assist with introducing technologies for developing improved species of cows



Veterinarian training for counterparts

that are appropriate for the Vietnamese climate by breeding the crossbred Lysin with overseas milk cows that show high production capabilities, as well as basic knowledge about dairy farming. However, since the system to extend these cooperation outcomes has not yet reached end dairy farmers, those who feed the improved cows tend to experience production diseases such as mastitis and reproductive difficulties in their cows and lower productivities due to insufficient hygienic control when milking and insufficient feeding. This is the issue to be solved.

With the above mentioned background, in October 2005 Viet Nam set up the Station for Training and Extension of Dairy Technologies (STED) at the National Institute of Animal Husbandry, Ministry of Agriculture and Rural Development, to prepare for full-fledged extension of dairy technologies targeting the northern region. In order to support this endeavor, using STED as the base and developmentally applying the outcomes of the past JICA projects in Viet Nam, the project aims to promote diversification of the farm management leading to livelihood improvement through establishing training systems and developing human resources for dairy technology extension in the areas that concern particularly small and medium-scale dairy farms such as methods of feeding cows, milking technologies, and methods of cow health management.

(2) Positioning within the National Policies of the Government in the Partner Country

In the 10-Year Socio-Economic Development Strategy (2001-2010), the Vietnamese government positions rural area

* See p.11 for the definition of evaluation at each stage.

** Dairy technology extension trainers refer to personnel in charge of extension of dairy farming in agricultural divisions in ministry and dairy cooperatives, private veterinarians, and technicians for artificial insemination of animal husbandry.

development, promotion of dairy farming, health enhancement, etc., as its policy agendas. Specifically, it sets out goals of increasing the average income of farmers, expanding the share of animal husbandry in agricultural outputs, improving the quality of cows and the feeding efficiency, and reducing the ratio of undernourished child population. In addition, the National Dairy Development Project (2001-2010) provides a concrete action plan until the year 2010 to promote dairy farming with the aim of increasing the self-sufficiency rate of milk by 35% and the number of domestic dairy cows to up to 200,000 heads in the prioritized areas for the plan, mainly in the northern part of the country.

(3) Positioning within Japan's Foreign Aid Policy and JICA Country Program

The Country Assistance Program for Viet Nam formulated in 2004 recognizes promotion of growth, improvement in lifestyle and social aspects, and institutional building as its three prioritized areas for assistance. An assistance program for improvement and extension of agricultural, forestry, and fishery technologies has been set out in the JICA Country Program for Viet Nam, as one of the cooperation components for improvement in lifestyle and social aspects. Therefore, for improvement of agricultural, forestry, and fishery technologies and development and lifestyle improvement in rural areas, further continuous and consistent assistance is needed to promote broader extension of the project outcomes, utilizing those from past cooperation.

3. Framework of Cooperation

(1) Objectives of Cooperation (Outcomes)

1) Objective to be achieved at the end of cooperation (project purpose)

Dairy technology extension activities are improved in the project areas.

[Indicators*]

- X% of the model farms in the project areas apply improved dairy technology.
- Milk productivity per head owned by the model farms in the project areas is increased by X%.

2) Objectives expected to be achieved after the end of cooperation (overall goal)

Milk productivity of small and medium-scale dairy farms in Northern Viet Nam is increased.

[Indicators*]

- Milk production of small and medium-scale dairy farms in Northern Viet Nam is increased by X%.

(2) Outputs and Activities

Output 1: Functions of STED are improved.

[Indicators*]

- (a) On-site needs study is implemented by STED X times; (b) The number of training courses developed or improved by STED reach X; (c) Educational materials for the training courses and extension developed or improved by STED reach X items; (d)

STED's demonstration and exhibition of technologies appropriate for dairy feeding reach X cases; (e) On-site information of dairy farms collected and accumulated by STED is utilized for the promotion of dairy farming X times.

[Activities]

(a) Needs study regarding on-site dairy technologies and training extension at STED; (b) Development and improvement of dairy disease control and feeding and management technologies appropriate for on-site dairy farmers at STED; (c) Development and improvement of training methods, technology transfer methods, and curriculums and educational materials for training courses at STED; (d) Demonstration and exhibition of appropriate technologies for dairy feeding at STED; (e) Collection and accumulation of on-site information necessary for the promotion of dairy farming at STED

Output 2: Instructing capacity of STED's trainers (National Trainers: NT) to dairy technology extension trainers (Local Trainers: LT) is improved.

[Indicators*]

The number of NTs who are capable of instructing appropriate dairy technologies* reaches X persons.

[Activities]

(a) Training for NTs in clinical technologies of dairy diseases and dairy feeding and management technologies; (b) Training for NTs in training planning and operation methods; (c) Training for NTs in technology transfer methods

Output 3: LTs' capacity of extension activities toward small and medium-scale farms in the project areas is improved.

[Indicators*]

(a) The number of LTs who are capable of conducting training courses on appropriate dairy technologies reaches X persons; (b) LTs' extension activities (dairy farmers training and demonstration and exhibition) to model farms reach X cases; (c) Technical guidance conducted for LT's extension activities reaches X cases.

[Activities]

(a) Training for LTs in dairy feeding and management technologies; (b) Training for LTs in clinical technologies of dairy diseases; (c) Training for LTs in technology transfer methods; (d) NTs' follow-up activities for the training courses by LTs; (e) LT's extension activities (dairy farmers training and demonstration and exhibition) to model farms; (f) STED's technical guidance to extension activities by LTs; (g) STED's monitoring on improvement level of dairy technologies of model farms

(3) Inputs

Japanese side

- 1) Long-term experts: a chief advisor (animal health), a project coordinator (training, feeding management)
- 2) Short-term experts: mastitis treatment, reproduction management, feeding, compost treatment, instruction of dairy farming management, etc.
- 3) Equipment provision: equipment for the preparation of educa-

* Target levels of the indicators, target model farms, and appropriate dairy farming technologies will be specified based on a baseline survey conducted after the start of the project.

tional materials, audio-visual equipment, books, vehicles, etc.
4) Acceptance of technical training participants in Japan

Vietnamese side

- 1) Assignment of counterparts
- 2) Arrangement of facilities related to training
- 3) Project activity costs (training costs, utility costs, management costs, counterpart travel costs, etc.)

(4) External Factors (External Conditions to be Met)

- Production costs regarding dairy farming (unit costs of coarse and concentrated feed, technological costs for animal artificial insemination, unit cost of dairy medical expenses, etc.) do not drastically increase.
- Milk price does not drastically decrease.
- The National Dairy Development Project (2001-2010) is continuously implemented.
- The counterpart agency is continuously involved in the project.
- The cooperative relationships between STED and relevant organizations in the project areas are maintained.
- LTs who have completed training continue their on-site jobs.

II Results of Evaluation

1. Summary of Evaluation Results

(1) Relevance

The relevance of this project is considered to be high for the following reasons.

- Consistency with the partner country's development policies
The concept of the project is consistent with promotion of dairy farming, which is regarded as one of the important policy agendas in Viet Nam's 10-Year Socio-Economic Development Strategy (2001-2010) and the National Dairy Development Project (2001-2010).
- Consistency with the JICA Country Program
The policy of the project is consistent with improvement of agricultural, forestry, and fishery technologies and development and lifestyle improvement in rural areas, which are components of the assistance program for improvement and extension of agricultural, forestry, and fishery technologies in the JICA Country Program.
- Relevance of methods

On the basis of JICA's past projects, the Project for Improvement of Cattle Artificial Insemination Technology (2000-2005) and the Project for Strengthening of National Institute of Veterinary Research (2000-2005), it has been confirmed that it is important in the future to consider measures to directly benefit small and medium-scale dairy farms with the outcomes of these cooperation projects as beneficiaries. The project conforms to the direction of such past cooperation.

With the background that domestic production expansion of milk has emerged as a policy agenda, the approach of the project is an effective means for improving livelihood in rural areas in diversifying farm management which used to depend on rice farming.

(2) Effectiveness

This project is expected to be effective due to the following reasons.

The project is designed to strengthen the functions of STED in support of dairy technology extension, which train LTs who implement dairy technology extension activities to small and medium-scale farms so that technology extension reaches end small and medium dairy farms. By training LTs while considering on-site needs, the system enables LTs to effectively implement technology extension activities to end small and medium-scale dairy farms, and substantial contribution to technology improvement in these farms is expected, which expectedly supports the achievement of the project objectives.

One of the external factors, continuous implementation of the National Dairy Development Project, is most like to be met now that the first phase 2001-2005 was completed and the implementation plan for 2006-2010 is currently being made.

(3) Efficiency

This project is expected to be efficient for the following reasons.

The external factors related to this aspect are that LTs continuously implement on-site extension activities, that the counterpart agency is continuously involved in the project, and that the cooperative relationships between STED and relevant organizations in the project areas are maintained. The selected areas secure their support for LTs' extension activities and actively implement dairy farming promotion. In addition, the counterparts are full-time personnel at STED. All these factors support with a high probability the external factors to be met.

The project activities are planned phase to phase: improvement of the STED's functions, education of NTs, and improvement of LTs' capacity to implement extension activities. An efficient process for generating effects is built into the project.

The project plans to utilize the counterparts developed from and the equipment input into the Project for Improvement of Cattle Artificial Insemination Technology as well as existing facilities. It can direct the majority of its inputs to training implementation and capacity development.

Since 2005, Belgium has implemented a project for the promotion of dairy farming with a focus on organizational strengthening of dairy farms in order to establish milk collection and distribution systems in dairy farms in the vicinity of Hanoi. By coordinating with this project, efficient information sharing and utilization will be possible and the synergy effect for achieving the objectives is expected.

(4) Impact

The impact of this project is anticipated as follows.

It is expected that the dairy technology extension systems that are to be developed in the project areas will exhibit effects toward other areas. By utilizing the guideline manual made through the project, LTs who are trained at STED and stay in the northern region are expected to continuously implement extension activities. Such an approach is designed to sufficiently benefit

small and medium-scale dairy farms in the northern region of Viet Nam, which are the end target group of the project.

The overall goal is desired to be achieved through the establishment of the dairy technology extension systems after the end of the cooperation. The synergy effect with Viet Nam's National Dairy Development Project (2001-2010) is expected, which currently promotes improvement of milk productivity.

(5) Sustainability

The sustainability is expected to be secured by the government of the partner country after the end of the project.

- Policy support: The project supports improvement in animal hygiene and milk production, etc., specified in Viet Nam's 10-Year Socio-Economic Development Strategy (2001-2010) and the National Dairy Development Project (2001-2010). Therefore, even after the end of the project, it is highly possible that project activities will be incorporated in government policies and the personnel allocation of LTs and NTs at STED will be secured.
- Financial support: It is agreed that its' activities in the project areas are financially supported by Viet Nam even during the project period, and therefore its commitment to financial support is high even after the end of the project.
- Extension of the dairy farming extension systems: Training plans and educational materials made by the project will be used at STES after the end of the project, which makes it possible to continuously train LTs to spread the outcomes and experience of the project to other areas.

2. Consideration for Poverty, Gender, Environment, etc.

Improvement of dairy technologies on actual farms enables farmers to introduce diversified farm management, and as a result it is expected to increase the income levels of dairy farmers. Non dairy-farming farmers could also enjoy increased income by selling coarse feed (feed for cattle) to dairy farmers and producing fertilizer from cowpats. Benefits and impacts to the poverty group are considered in the project.

Since women are involved in dairy farming duties such as animal management, feeding, and milking, consideration for

ensuring gender equality is necessary when providing training to dairy farmers, such as increasing opportunities for women to participate in training, conducting training in the time zone when women can participate easily, etc.

Animal night soil can be effectively utilized as biomass gas and fertilizer. When developing its training contents, the project needs to give extra consideration to the environment by including techniques regarding use and utilization of animal night soil.

3. Lessons Learned from Past Experience

The Project for Improvement of Cattle Artificial Insemination Technology and the Project for Strengthening of National Institute of Veterinary Research worked on human resources development in the main organizations regarding the promotion of animal husbandry and animal hygiene, and it has been confirmed that it is important as a future challenge to consider measures (establishment of the transferred technology extension systems, etc.) in order to directly benefit small and medium-scale dairy farms as end beneficiaries.

Regarding the dairy technology extension systems, relevant projects in Asian countries (the Dairy Development Project in Central Thailand and the Dairy Technology Improvement Project in Indonesia) conclude that, by developing appropriate technologies in the central authority and strengthening of training and instructional institutes, it is essential to develop human resources that can instruct and lecture on more practical animal husbandry technologies. In addition, it has been pointed out that organizational and efficient technology extension systems to small scale farmers need to be established. To that end, it is suggested that the central and provincial governments and other organizations should clarify the authority and responsibility of each level and jointly plan their coordination.

4. Future Evaluation Plan

Mid-term evaluation is scheduled to be implemented 2.5 years after the launch of the project, terminal evaluation half a year before the end of the project, and ex-post evaluation three years after the end of the project.

Example of Mid-term Evaluation

I Outline of Project

- Country: Niger
- title: The Project on Support to the Improvement of School Management through Community Participation ("School for All")
- Sector: Basic education
- Cooperation scheme: Technical Cooperation Project
- Division in charge: Human Development Department
- Period of cooperation: January 2004 to December 2006 (three years)



Community people earnestly taking a literacy class

- Partner country's implementing organization: Ministry of Basic Education and Literacy
- Supporting organization in Japan: None

1. Background of Cooperation

Niger, which is one of the poorest countries in sub-Saharan Africa, developed the 10-Year Education Development Programme (PDDE) 2003-2012. Along with it, this country has worked to expand educational opportunities with the aim of increasing its gross primary education enrollment ratio from 34% in 2000 to 91% in 2013. The low enrollment ratio in primary education in this country is caused by multiple and complex inhibiting factors, but two major reasons are considered to be the absolute shortage of schools (classrooms) and dissatisfaction and mistrust among communities and parents toward schools and school education.

In relation to the former issue, the construction of 20,000 classrooms are planned based on PDDE with support from the World Bank and major donor countries, and Japan is also implementing a school construction and expansion project with grant aid. For the latter, in order to alleviate communities' mistrust toward schools and change their awareness about schools through participation in school management, the government launched school management committees (COGES) in February 2002. COGES consists of six members: the principal, a teachers' representative, a representative from the parents association, and a representative from the mothers association.

In the final stage of the national program, local people and communities are positioned at the heart of school management to take charge of planning, management, and procurement of educational materials and COGES is designed to be a major actor in educational activities for parents. However, COGES was not functioning well in many schools except for a few that have achieved a certain level, thus the necessity was acknowledged to work out better training contents, involve women, develop laws and regulations, and strengthen the support systems at the levels of the government, regions, and school inspectors.

With such a background, the government requested a technical cooperation project that proposes a COGES management model and supports capacity development of local educational administrators in relation to the model. In response, the Project on Support to the Improvement of School Management through Community Participation ("School for All") was launched in January 2004.

2. Framework of Cooperation

(1) Overall Goal

The school environment is improved by school management through community participation in the project target area.

(2) Project Purpose

School management is operated through community participation reflecting the needs of community residents in the target schools of COGES in the Tahoua Region.

(3) Outputs

Output 1: Community residents of the pilot school districts have a more positive perception of their schools than they did before the project implementation.

Output 2: Community participation in school management increases at the pilot schools.

Output 3: A management model of COGES is established at the pilot schools.

Output 4: A model of support system for COGES is established in the Tahoua Region.

(4) Inputs (at the time of evaluation)

Japanese side

Dispatch of long-term experts: 3 experts

Dispatch of short-term experts: 1 expert

Dispatch of senior JOCV: 1 volunteer

Trainees received: 3 people

Equipment provision

Operation costs, etc.

Nigerien side

Assignment of counterparts: 15 people

Land and facility provision

II Evaluation Team

Team leader:

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Period of evaluation: July 11 to 24, 2005

III Result of Evaluation

1. Achievement Level

(1) Project Outputs

Output 1: Before the project, many community residents in the pilot school districts were skeptical about the activities and believed that schools belonged to the government. However, they came to think that schools belonged to people as their ownership increased through COGES, and today they actively participate in school management activities. With the introduction of activities for production practices (APP), people also feel that the school curriculum has been improved and is now more suited to the community needs.

Output 2: In the pilot schools, the number of participants in assemblies convened by COGES increased seven times, exceeding the target rate of 30%. Residents' contributions to activities at the pilot schools have also increased 5.5 times, beyond the target rate of 50%. Thus, it can be said that this

output has been achieved.

Output 3: Members of COGES have been elected in a democratic manner at all the pilot schools, which exceed the target rate of 90%. The COGES members at all the pilot schools have completed the training on school action plans, which exceeds the target rate of 80%. Therefore, it can be said that this output has been achieved.

Output 4: All the COGES officials have taken the training, and as a result their capacity has been substantially improved. COGES officials' meetings have been held on a regular basis (monthly). An annual action plan for supporting COGES has been formulated, implemented, monitored, and evaluated. A COGES support manual has also been developed. Thus, it can be said that this output has been achieved.

(2) Project Purpose

In 83% (the target: 80%) of the target schools (329 schools as of the end of March 2005) in the Tahoua Region, 70% or more of the activities in the action plan approved by the community assemblies have been carried out. Therefore, it can be said that the project purpose has already been achieved.

(3) Overall Goal

The overall goal, which has not yet been achieved, is highly likely to be achieved in the near future. Improvements in the school environment have already been observed in the schools evaluated in the mid-term evaluation (329 schools as of the end of March 2005). Even though the number of target schools increased after April 2005, the establishment of functional COGES in these schools will lead to the achievement of the overall goal by the end of the project.

2. Summary of Evaluation Results

(1) Relevance

PDDE recognizes the improvement of the primary education enrollment ratio as one of its major objectives, which matches the aim of the project. The Nigerien government developed the implementation policy of COGES based on the approach and method practiced by this project, and the manual for formulating school action plans prepared by this project is utilized also in the activities in other regions which are supported by UNICEF. These facts indicate that this project is consistent with the fundamental policy of the Nigerien government and matches the country needs. On the other hand, education is a prioritized sector in JICA's support to Niger. Moreover, in Japan's ODA policies Japan has the principle of Basic Education for Growth Initiative (BEGIN), which includes the enhancement of community participation. Therefore, this project is consistent with the Japanese policies as well.

(2) Effectiveness

The project purpose has already been achieved in the project target schools (329 schools as of the end of March 2005), as have most of the outputs. This indicates that the project has been

effective. Promoting factors include people's high motivation towards school management and substantial needs for education.

(3) Efficiency

The inputs from both the Japanese and Nigerien sides have been appropriate in terms of timing, quality, and quantity and the activities have been implemented in a prompt and convincing way. This project has effectively incorporated the experience from COSAGE*, soft component of grant aid project called the Project for Construction of Primary Schools in the Dosso and Tahoua Regions. This project has also achieved efficient and low-cost implementation in various aspects by including monitoring duties in the assignments on local administrators and also by actively outsourcing operations to NGOs.

(4) Impacts

The activities of COGES activated by the project are considered to be a major contributing factor to improvements in the school environment at the target schools and, in addition, to an increase in the enrollment ratio. It is therefore highly likely that the overall goal will be achieved in the near future. Moreover, the approach and method employed by this project to activate COGES have had a positive influence on the government's COGES policy. For example, training manuals for COGES elaborated by the government were developed based on the manual developed by this project. Therefore, it can be said that the project has had a wide-ranging impact on COGES promotion and operation.

(5) Sustainability

As trust has been developed between communities and schools through COGES, communities have contributed to schools in terms of financing labor, and items. Capacity development of COGES supervisors and COGES officials has been performed, and also the monitoring systems by local administrators have been developed. These facts indicate sustainability in the project. However, the project has to remain consistent with the government's COGES policy and COGES needs to receive appropriate budget allocation.

3. Contributing Factors

(1) Factors Regarding the Plan

In this project, COSAGE served as its pilot project and introduced the democratic selection method of committee members and the method of school activity planning, both of which were developed by COSAGE.

In the training for COGES supervisors and COGES officials, instructing methods were explained after observing the training for residents, thus deepening their awareness of the issues beforehand.

(2) Factors Regarding the Implementation Process

The considerably high needs for education from the community and the high motivation toward community participation helped the extension. Furthermore, this project has successfully

* COSAGE: A soft component that aims for voluntary and continuous implementation of school management and maintenance activities by COGES

utilized this awareness of the people to realize community participation through several measures, such as selection of COGES members through election.

4. Inhibiting Factors

(1) Factors Regarding the Plan

Coordination with the World Bank, which supports PDDE, is an uncertain factor in planning the implementation plan of the COGES policy (coordination in some regions might be restricted due to the issue of monitoring costs).

(2) Factors Regarding the Implementation Process

Inconsistent policies of the government might affect this project and change the implementation plan.

If the poverty situation gets worse due to unseasonable weather, community participation might be discouraged, consequently influencing the progress and outputs of the project. Experimental measures such as income generation of the communities have been taken in this project.

The nationwide shortage of teachers and budgets may undermine education improvements by the government in the future.

5. Conclusion

This project has made a significant contribution toward the enhancement of school management through community participation. Although it is only halfway through the project period, a majority of the activities have been carried out, most of the outputs have been achieved, and the project purpose has been accomplished. The evaluation with the five criteria was also found to be very positive. It is likely that the project will make further achievements in the remaining period, which would promote the implementation of COGES policy.

6. Recommendations

- This project has successfully worked together with the Nigerien government to formulate a functioning COGES model of promoting COGES in Tahoua Region. The number of COGES supported by the project can be increased in order to meet the demand.
- The Ministry of Basic Education and Literacy has requested the project to extend its support in other regions (Maradi and Zinder). It is important that the support and activities be extended to at least one region making use of the achievement made in the Tahoua Region.
- To institutionalize COGES throughout the country, the Ministry of Basic Education and Literacy should formulate the standards for COGES promotion and operation using the experience obtained from the project, i.e. training methods, contents, and manuals, and provide technical support necessary for the project.
- It is vital to establish and maintain an effective monitoring in order to sustain functional COGES. Capacity development of COGES administrators as well as COGES officials is essential and may be further explored. Meanwhile, the Nigerien gov-

ernment should budget COGES officials' monitoring cost.

- In order to expand the project activities, the current PDM should be revised according to the outline agreed at the mid-term evaluation.
- It is necessary to place JICA educational advisor who can provide policy and technical advice to the Ministry of Basic Education and Literacy based on the progress of the project and coordinate JICA's support in the education sector.

7. Lessons Learned

- This project has developed various methods to strengthen community participation and ownership in school management, including selection of COGES members through democratic election. Specifically, the following ingenuity was exercised.
Educational activities: These activities contributed to further raising people's awareness. Selection of COGES members through election also contributed to encouraging community participation.
Utilization of NGOs: NGOs were strategically utilized for the capacity development of COGES supervisors and officials. NGOs, which are knowledgeable about the local affairs and retain approaches suited to Niger, offer effective approaches and also cost-efficient performance.
Delegation of authority: Delegating school management authority, such as management of textbooks and equipment, to COGES enhanced their ownership and capacity.
- In this project, capacity development was effectively implemented at all levels from the Ministry of Basic Education and Literacy to community organizations. This effective strategy can be applied not only to the education sector but also to other sectors. At the ministry level, the project approached the Department of Basic Education and the Section of Promotion of COGES. At the regional level, community participation was led through the capacity development of existing organizations and human resources. Toward communities, this project provided training through COGES officials and demonstrated that through a democratic election even illiterate people can select appropriate persons and that COGES can play a main role in school management.
- Experts who provide policy recommendations to the central government by making use of the project outputs are greatly needed. Human resources that can coordinate aid and negotiate with other donor agencies can advance project outcomes to policy-level contribution.
- In Niger, Japanese assistance for education, including this project, JOCV activities, and school construction with grant aid, is becoming organically combined and moving toward comprehensive implementation of cooperation as education program assistance. Program-type assistance, which overall can provide pilot projects, capacity development and policy recommendations, will increase aid efficiency and become a model for education assistance that can also correspond to aid coordination.

Example of Terminal Evaluation

I Outline of Project

- Country: Kazakhstan
- Project title: The Project for the Improvement of Health Care Services in the Semipalatinsk Region
- Sector: Health/Medical Care
- Cooperation scheme: Technical Cooperation Project
- Division in charge: Human Development Department
- Total cost (the whole project): About ¥340 million
(for the extended period): About ¥190 million
- Period of cooperation (R/D): March 2000 to June 2003
(Extended period): July 2003 to June 2005
- Partner country's implementing organizations: Health Department of the State Government of East Kazakhstan Region, Medical Center of Semipalatinsk City, etc.
- Supporting organizations in Japan: Oita University of Nursing and Health Sciences, Radiation Effects Research Foundation, Hiroshima Atomic Bomb Casualty Council, Hiroshima University, Nagasaki University
- Related cooperation: The Project for Improvement of Health Care Services in the Semipalatinsk Region (grant aid)

1. Background of Cooperation

Four hundred and seventy nuclear tests were conducted around the Semipalatinsk region in Kazakhstan for a period of over 40 years under the control of the Soviet Union, and as a result the subsurface water, the soil, and the people living in the surrounding region were severely affected. Assistance to this region was unanimously agreed upon at the UN General Assembly in 1997, and Japan expressed its intention to hold an international conference about the assistance at the UN General Assembly in 1998. In particular, Japan decided to provide assistance in the health sector in the region and dispatched short-term experts and a project formulation study team to observe and investigate the current situations of health administrative organizations and medical facilities. Japan held the Tokyo International Conference on the Semipalatinsk and announced to the world its plan to extend technical cooperation and grant aid.

In response, after two preliminary studies JICA signed a minute in March 2000 for technical cooperation, the Project for the Improvement of Health Care Services in the Semipalatinsk Region, which was launched in July 2000 with a three-year plan focused on the establishment of systems for screening, detailed health examinations, diagnoses for the people in the highly contaminated areas around Semipalatinsk City, assistance for the analysis of the data collected during screening and diagnosis, human resources development through accepting training participants in Japan, and equipment provision.

As a result of the evaluation conducted in January 2003, the need to extend the project period in order to establish a health examination system started in the project and achieve the project purpose was recognized by all the parties concerned and conse-



Discussion with counterparts at the time of the terminal evaluation



quently the project was extended for two years starting in July 2003.

2. Framework of Cooperation

(1) Overall Goal

The health care service systems in Semipalatinsk City and the surrounding region have been improved.

(2) Project Purpose

Systems for screening, detailed health examination, and diagnosis for the population in highly contaminated areas around Semipalatinsk City have been improved.

(3) Outputs

Output 1: The public's and the government's understanding of the effects of radiation on human health has been promoted.

Output 2: Screening is implemented effectively and systematically using the existing health care facilities and mobile examination vehicles

Output 3: Detailed health examinations are performed effectively and systematically on those who were selected for the examination.

Output 4: Diagnoses are performed for the diseases targeted in the project.

Output 5: Data from the screenings, detailed health examinations, and diagnoses are accumulated.

Output 6: The local government utilizes the data from the screenings, the detailed health examinations, and the diagnoses.

(4) Inputs

Japanese side

Dispatch of short-term experts: 76 experts

Trainees received: 16 people

Kazakhstani side

Equipment provision

Local activity cost etc.

Assignment of counterparts
Facility/office provision

II Evaluation Team

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Evaluation analysis:

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Period of evaluation: May 14 to June 8, 2005

III Results of Evaluation

1. Achievement Level

(1) Achievement of Project Purpose

The project purpose has almost been achieved. The system of screening, detailed health examination and diagnosis has been established respectively and its data have been input into the Orcle program (15,751 people in screening, 829 in detailed health examination, 71 in diagnosis). Presently, 36 members of the medical staff have mastered the Papanicolaou Staining method*, which is an advanced diagnosis method that has improved diagnosis accuracy and enables early detection of cancer. Transfer routes from screening to diagnosis have been also determined and implemented for each target disease.

(2) Achievement of Outputs

The project activities were smoothly implemented during the extended period, and all the outputs except for Output 6 have been more or less achieved. Further efforts should be made for the improvement of the follow-up systems of the screening results. It is most likely that when all data from screening to diagnosis are input to the database, Output 6 will be achieved.

(3) Implementation Process

The starting time of the screening activities was significantly delayed because of the late introduction of equipment provided through grant aid due to reasons on the Kazakhstani side. However, technology transfer in cell diagnosis and pathological area, which did not require the equipment provided through grant aid, successfully introduced and extended the Papanicolaou Staining method for the first time in Kazakhstan.

The project was smoothly implemented during the extended period, and ownership was smoothly shifted to the Kazakhstani side.

2. Summary of Evaluation Results

(1) Relevance

The relevance of this project was high. The assistance, which makes use of many years of experience in medical care for atomic bomb victims in Hiroshima and Nagasaki, meets the needs of the people in the highly contaminated areas of Semipalatinsk City and the surrounding region. It is also consistent with Kazakhstan's priority goal, the Strategic Plan of Development of the Republic of Kazakhstan to 2010, which targets social policy and environmental protection as strategic agendas.

(2) Effectiveness

The effectiveness of this project was high. All the activities planned under Outputs 1 to 5 are almost completed. When all these activities are completed, the outputs will be achieved, resulting in the achievement of the project purpose. However, the activity planned under Output 6 has not yet been started; it is likely to start when the ongoing diagnosis data input into the program is completed so that a statistical database is developed. The previous terminal evaluation recommended that the project should organically connect the outputs of each activity to establish a whole health examination system in order to achieve the project purpose. It can be said that the recommendation was adopted and implemented.

(3) Efficiency

Overall, the project was implemented in an efficient way. The dispatch of experts for technology transfer was mostly appropriate in terms of timing, time period, and quantity, except for data development. Technology transfer on data development, supposed to be completed during the early stage of the project, made up for the initial lost time by dispatching experts and conducting training in Japan appropriately during the extended period.

Although the introduction of equipment provided through grant aid was delayed due to reasons on the Kazakhstani side in the early stage of the project, there were no serious problems during the extended period, and the provided equipment has been utilized in an appropriate manner overall.

(4) Impact

Some positive distributed effects generated by the project were confirmed. Screening using mobile examination vehicles has provided residents in remote areas with opportunities for free medical checks. Screening practices carried out by the team consisting of medical staff from each hospital have strengthened partnerships and cooperation among hospitals. With the latest diagnosis equipment provided, doctors' medical abilities and speed of treatment improved, consequently reducing the number of days that patients stay in hospital. Moreover, increased

* The Papanicolaou Staining method: A method that stains cells from tumors under examination so that they can be easily observed using a microscope.

early detection of tuberculosis can be also recognized as a positive distributed effect obtained from the project.

(5) Sustainability

A basis for organizational and technical sustainability to maintain the benefits of the project has been established. Moreover, the director of the Health Care Department of the East Kazakhstan Oblast declared at the Joint Coordination Committee (JCC) meeting that it plans to continue policy and financial support for the activities after the end of the project.

3. Contributing Factors

(1) Factors Regarding Planning

The linkage between grant aid and technical cooperation contributed to highly sustainable results in the limited timeframe.

(2) Factors Regarding the Implementation Process

To make up for the delay of the delivery of equipment provided through grant aid due to reasons on the Kazakhstani side, the schedule of the project was partly changed in such a way that experts were first dispatched in the cell diagnosis and pathological areas that did not require such equipment. Other factors that contributed to success include: the authority was upgraded from city to state; the director of the Health Care Department of the East Kazakhstan Oblast who was always supportive and helpful to this project remained in office throughout the project period; KazNII (Kazakh Scientific Research Institute for Radiation Medicine and Ecology) joined the screening practice; and Kazakhstan's economy has been growing since the launch of the project.

4. Inhibiting Factors

(1) Factors Regarding Planning

N/A

(2) Factors Regarding the Implementation Process

The late arrival of the equipment provided through grant aid due to the delay in the E/N signing and the ratification process in the Parliament had a substantial influence on the subsequent project implementation process. A total of 16 health administrators participated in training in Japan, among which three participated in another training in Japan conducted for three years before the project was extended. Two out of the three participants left the position. However, almost all training participants in Japan during the extended period remained in office and were continuously engaged in the project.

5. Conclusion

All outputs, except for Output 6, were almost achieved, and

thus the project purpose is highly likely to be achieved in the near future. Continuous effort by the Kazakhstani side after the end of the project to achieve Output 6 will ensure achievement of the project purpose. It could be concluded that the high relevancy of the project and the project's effective and efficient implementation brought substantial positive impacts and therefore high sustainability of the outcomes of the project are greatly expected.

6. Recommendations

- The cooperation among medical staff, database programmers, and other implementation organizations should be strengthened in order to efficiently and effectively utilize the database constructed during the project. The Kazakhstani side should continue to consider the property and accessibility of the database.
- A follow-up system on people who have received screenings should be established through the utilization of the database.
- A team should be organized for the sole purpose of conducting screenings.
- The Kazakhstani side should consider further expanding the new knowledge and skills transferred under the project to other regions.

7. Lessons Learned

- Successful outcomes of the project are attributed to: (a) project implementation that linked grant aid and the technical cooperation project; (b) good collaboration among five implementing institutes (four counterpart hospitals and KazNII), which was established with support from the Health Department of East Kazakhstan Oblast; and (c) cooperation among members of the medical check team consisting of doctors, nurses, technicians, etc.
- The Kazakhstani side effectively used Japanese experts to implement seminars for technology transfer of the Papanicolaou Staining method, which was introduced for the first time in Kazakhstan by the project, not only in Semipalatinsk but also in other cities (Astana and Almaty).
- No long-term expert was dispatched, and the short-term experts who were dispatched repeatedly helped establish good cooperative relations with Kazakhstan counterparts.
- The project coordinator on the Kazakhstani side was in the position throughout the five-year project period, making the monitoring of the project implementation easy.

Example of Project-level Ex-post Evaluation

I Outline of Project

- Country: Morocco
- Project name: The Project on Upgrading Exploration Technology of Mineral Resources
- Sector: Mining
- Cooperation scheme: Technical Cooperation Project
- Division in charge: Economic Development Department, Natural Resources and Energy Group
- Total cost: About ¥ 500 million
- Period of cooperation: April 1998 to March 2002 (four years)
- Partner country's related organization: Office of Mining Research and Participation (BRPM)
- Supporting organization in Japan: Agency for Natural Resources and Energy

1. Background of Cooperation

Agriculture, fishery, and tourism occupy important portions of the economic structure of Morocco. The Moroccan economy remains unstable, largely depending on the above three sectors. Based on the Fifth Five-Year National Programme (1988-1992), the Moroccan government aimed at further stable economic growth by promoting the export of mineral products, while exploring potentials for strengthening the mining sector and developing and improving technology in the sector.

Since the 1970s, the Japanese government has implemented the dispatch of experts, feasibility studies for resource development cooperation, a mini-project, and other cooperation in support of BRPM, which was under the supervision of the Ministry of Energy and Mines (presently the Ministry of Industry, Trade, Energy and Mines).

After the mini-project was terminated, the Moroccan government requested from Japan a new project aimed at organizational technology improvement in each department of exploration, ore dressing, and industrial materials. This request reflected a call for advanced technology in a broader area along with a shift from exploration of resources exposed on the surface of the earth to that of mineral resources hidden in the ground. Based on the Record of Discussion signed on January 26, 1998, this project was launched on April 1 in the same year.

2. Framework of Cooperation

This project was implemented to strengthen BRPM's capacity to conduct systematic and practical exploration by transferring Japan's advanced exploration technology for mineral resources.

(1) Overall Goal

New mineral resources will be found in Morocco.

(2) Project Purpose

BRPM will be able to continuously carry out systematic and practical exploration.

(3) Outputs

Output 1: The organization of the Exploration Department of



Guidance in exploration technology

BRPM will be improved and operated efficiently.

Output 2: Equipment will be efficiently operated and properly maintained.

Output 3: Planning methods for efficient exploration are acquired.

Output 4: Practical technology on exploration will be acquired.

Output 5: Comprehensive exploration technology will be acquired.

Output 6: Manual on exploration technology will be ready for use.

Output 7: A system of transferring exploration technology will be established in BRPM.

(4) Inputs (at the time of the project termination)

Japanese side

- Dispatch of long-term experts: 7 experts
- Dispatch of short-term experts: 20 experts
- Trainees received: 7 people
- Equipment provision

Moroccan side

- Counterpart assignment: 32 people
- Land and facility provision
- Local cost

II Evaluation Team

Evaluator:

Mohammed Benharref, Moroccan consultant

Period of evaluation: December 20, 2005 to February 24, 2006

III Results of Evaluation

1. Summary of Evaluation Results

(1) Impact

In the field of underground mining resource exploration technology, this project successfully produced meaningful outcomes to advance BRPM exploration engineers' capacities and enhance the capacity of BRPM's overall technology to international standards. Utilizing advanced technology, including provided equipment such as portable spectroradiometers for mineral identifica-

tion (POSAM), the project successfully transferred the technology of geothermal exploration to BRPM. As a result, this advanced technology minimized the exploration survey areas and facilitated highly precise exploration activities.

Though the achievement of the project's overall goal is highly anticipated, no major new mineral deposits were discovered during the period of 2002 to 2005. This is because the discovery of new mineral deposits is very much attributed to chance. BRPM is now engaged in exploring new mineral deposits in the southern region of Morocco, which is considered to be promising. Thanks to the outcomes of the project, many exploration projects have now reached the advanced phase, and some will lead to new mineral discoveries in coming years.

With the development of mineral exploration technology, BRPM has launched 20 projects in the fields of gold, base metals, and industrial minerals from 1998 to the present. One of the projects is a precious metal exploration project, which was implemented in southern Morocco in a partnership with the Ministry of Energy and Mines (launched in 2003 with a total input of 140 million dirham).

BRPM has also operated 12 major projects since 1998 in collaboration with domestic and international companies.

BRPM has hereby acquired a good international reputation, and it has established as many as 25 partnerships with domestic and international organizations and companies in developing exploration technology and discovering mineral deposits. Before the project, BRPM was directly engaged in small and medium-scale exploration activities, but now utilizing the advanced technology acquired through the project, it is entrusted to implement exploration of mineral resources and chemical analysis, and moreover, transfers its technology to domestic companies and foreign countries in the Arab and African regions.

To identify accurate mineral reserves in the country, the Moroccan government has ranked geological, geophysical, and geochemical distribution charts of mineral resources in the whole country as one of its high-priority projects. The technology of geographic information system (GIS) introduced by the project enabled BRPM to implement data processing to draw up a high-precision chart of mineral resources throughout the territory.

With the advanced technology acquired from the project, BRPM is waiting for the ISO9001/V2000* certification for its laboratory and ISO17025** accreditation for its gold analysis method, both of which BRPM has applied for.

(2) Sustainability

The Moroccan government considers the following policies important enough in the mining sector to be further developed: (a) consolidate and further improve existing technologies in exploration and development of mineral resources; (b) develop the existing legal system to encourage investment in the mining industry in Morocco (develop foreign investment environment); and (3) encourage the international market entry of domestic

mineral products.

With the result of cooperation, BRPM has implemented the following activities to maintain the sustainability of cooperation.

- a. BRPM introduced an efficient maintenance system of advanced equipment, such as inductively coupled plasma atomic emission spectroscopy (ICP).
- b. BRPM purchases advanced equipment with its own annual budget of 2.5 to 3 million dirham, and secures systematic training on the newly acquired equipment and software.
- c. BRPM continuously dispatches its engineers to international seminars and conferences to improve their skills and experience, and also integrates internal seminars in exploration management to develop engineers' competencies by means of information and knowledge exchange.

In 2004, the Moroccan government integrated BRPM and the National Office of Petroleum Research and Exploitation (ONAREP) to establish the National Office for Hydrocarbons and Mining (ONHYM), as the new and sole national organization engaged in mineral exploration. This integration is an important step for strengthening the organizational system of BRPM. ONHYM is engaged in exploration and development of potentially rare and base metals, and is allocated with a budget of 280 million dirham for its activities between 2005 and 2007.

ONHYM is now engaged in developing potential reserve areas of Ouarzazate, Tiznit, Tata, Figuig, Taroudant, and Marrakech, and is preparing for a verification survey of potential resources in the southern regions. This survey will be conducted based upon the convention between the Moroccan government and BRPM signed in March 2003, which is to be financially assisted by the Canadian company, METALEX.

The ONHYM will play a major role in the exploration of mineral resources as the Moroccan government entrusts ONHYM with a mission to develop the mining sector with new mineral deposit discoveries. The huge budget allocated to ONHYM for 2005-2007 as mentioned above indicates the government's high expectations.

The present public policy and strategy of the Moroccan government demonstrates the sustainability and economic importance of mineral exploration activities in Morocco. For financial sustainability, BRPM financial support is principally derived from government origin; to which is added the turnover of external services (32 million dirham per year) and the royalties for BRPM's participation in active mines (37 million dirham in 2004). In addition to this budget and royalties, BRPM partnerships in Moroccan exploration are more than 10 million dirham per year and this contribution will increase in the future.

For the period of 1998-2004, BRPM's budget increased by 14%, from 75 million dirham in 1998 to 86 million dirham in 2004. For 2005, the budget accorded by the government to ONHYM is 110 million dirham. For the 2006 projection, a budget of 185 million dirham is scheduled, showing a steady budget

* ISO9001/V2000: International standard model for quality management systems

** ISO17025: International standards for the competence of testing and calibration laboratories

growth (68% increase over the previous year).

This financial support shows stable public support for the BRPM's finance and attests to the sustainability of mineral exploration activities in Morocco.

Concerning human resources sustainability, the BRPM's staff shrunk from 1,014 in 2003 to 953 in 2004. This reduction was carried out in accordance with the government policy oriented toward public charges reduction. However, BRPM has continued its recruitment of competent human resources for specific needs and recruited 15 engineers in the areas of exploration methods and GIS for the period of 1998-2004.

2. Contributing Factors

(1) Factors that Contributed to Impact

- The Moroccan government implemented policies such as the development of exploration technology and the promotion of competence toward the international market. These policies accelerated the progress of the Moroccan exploration technology.
- The Moroccan government entrusted BRPM with a grand and ambitious verification survey of potential mineral resources in the southern regions. BRPM has been gaining much confidence from the government.
- The government integrated BRPM and ONAREP into ONHYM to strengthen the implementation structure of mineral exploration.
- The government has continuously allocated a sufficient budget for the exploration activities of BRPM: 75 million dirham in 1998, 95 million dirham in 2002, 71 million dirham in 2003, and 86 million dirham in 2004.
- The Japanese government commenced cooperation to BRPM in the 1970s, which preceded the start of the project. The precedent cooperation cultivated good human relationships between Japanese and Moroccan engineers, which facilitated efficient technology transfer during the project period.

(2) Factors that Contributed to Sustainability

- The government's mining policies and BRPM's organizational stability
- The increase of the BRPM's budget
- Taking advantage of the opportunity of bilateral cooperation with the Japanese government, BRPM opened up domestic and international partnerships. As a result, BRPM achieved a positive international reputation and credibility in the mining sector.

3. Inhibiting Factors

(1) Factors that Inhibited Impact

N/A

(2) Factors that Inhibited Sustainability

The exploration manual introduced during the project period has not been reviewed.

4. Conclusion

After the termination of the cooperation period in 2002, the project has steadily brought about a satisfactory outcome. BRPM has improved its exploration technology, which covers high-precision charts of potential mineral resources. BRPM plays an important role in technical transfer through partnerships with domestic private companies. In addition to its own exploration activities, BRPM is entrusted to implement mineral exploration and chemical analysis by private companies and at the same time contributes to technical transfer to the Arab and African regions, thus generating outcome in secondary technical transfer. It is greatly appreciated that BRPM achieved a positive reputation in the domestic and international mining world.

BRPM was integrated into ONHYM in 2004. The needs for ONHYM in the mining sector are expected to remain great. Though there are uncertainties about future contributions of the recently born ONHYM, the mining policy of the Moroccan government aims for high productivity and high competence in the international market, and the broad and substantial needs for ONHYM and the BRPM's partnerships assure the sustainability of the BRPM's activities as an important actor in the mining sector.

5. Recommendations

Revision of the exploration manual is essential in the field of advanced mineral exploration. Regular revisions should be continued so that the technology can be shared among BRPM's engineers so that they can avoid the risk of appropriation and preserve the institutional memory for a younger generation.

The Training Department of BRPM, which provides continuous and regular training to its engineers, was not clearly positioned in the project. Its role and function within the organization should be clarified in view of the BRPM's significance in human resources development.

6. Lessons Learned

When providing assistance in the area of advanced technology such as mineral resource exploration, it is important to identify the policy priorities of the counterpart government and needs from private companies. In Morocco, government intervention is still important in the mining sector, but the government greatly respects contributions from the private sector in the development of the mining sector. Therefore, the future diffusion of transferred technology to the private sector should be contrived even in the scheme of bilateral cooperation. For example, inviting private companies to seminars for technology transfer organized by the project is an ambitious attempt to increase their understanding of the project activities.

7. Follow-up

N/A