

Third Party Evaluation Report 2011  
Ministry of Foreign Affairs of Japan

**Evaluation of Japan's Cooperation  
in the Education (Vocational Training) Sector  
in Senegal  
- Summary -**

February 2012

Mizuho Information and Research Institute, Inc.

## Preface

This report summarizes the results of the “Evaluation of Japan’s Cooperation in the Education (Vocational Training) Sector in Senegal” that the Mizuho Information and Research Institute, Inc. was commissioned to undertake by the Ministry of Foreign Affairs (MOFA) of Japan in fiscal 2011.

Since its commencement in 1954, Japan’s Official Development Assistance (ODA) has contributed to the development of partner countries, and to finding solutions to issues facing international society that vary with the times. Recently, there have been increased domestic and international calls for higher quality, and more effective and efficient implementation of ODA. MOFA has been conducting ODA evaluations every year, mainly at the policy level, with two aims: to improve the management of ODA; and to ensure accountability to the Japanese people. Those evaluations are conducted by third parties from the perspective of ensuring transparency and objectivity.

Focusing on the Centre de Formation Professionnelle et Technique (Vocational and Technical Training Center) [CFPT] in Senegal, which has the second longest history after Uganda in Japan’s cooperation in the Technical and Vocational Education and Training (TVET) sector in Africa, this report details an ODA evaluation of Japan’s cooperation in the education (vocational training) sector in Senegal with the aim of providing recommendations that will be helpful in the formation of future assistance policies and their effective and efficient implementation, and to achieve its accountability by publishing the evaluation results.

In implementing this evaluation, we requested Ms. Shoko Yamada, Associate Professor, Graduate School of International Development, Nagoya University, to serve as chief evaluator and oversee the evaluation as a whole. We also requested Ms. Toyomu Masaki, Professor, Faculty of Economics & Management, Institute of Human and Social Sciences, Kanazawa University, to serve as advisor and give advice from her specialist standpoint. From the start of the survey to the preparation of the report, they made an enormous contribution. In addition, in conducting domestic and field surveys, MOFA, the Japan International Cooperation Agency (JICA), the country-based ODA Task Force, as well as governmental agencies in Senegal, donors, and NGOs also made invaluable contributions. We would like to take this opportunity to express our sincere gratitude to all those who were involved in these surveys.

Finally, we wish to add that the opinions expressed in this report do not reflect the views or position of the Government of Japan or any other institution.

February 2012

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Scenes at the CFPT (Left: Students from Mali Right: Interview by the evaluation team)

## Evaluation of Japan's Cooperation in the Education (Vocational Training) Sector in Senegal (Sector Evaluation)

<p><b>1. Evaluators:</b>  (1) Chief Evaluator  Ms. Shoko Yamada, Associate Professor, Graduate School of International Development, Nagoya University  (2) Advisor  Ms. Toyomu Masaki, Professor, Faculty of Economics &amp; Management, Institute of Human and Social Sciences, Kanazawa University  (3) Consultant  Mizuho Information and Research Institute</p>	
<p><b>2. Period of Evaluation:</b>  June 2011 — February 2012</p>	<p>Scene of practice and learning at the CFPT</p>
<p><b>3. Country Survey</b>  Republic of Senegal</p>	

### Outline of Evaluations

#### **1. Evaluation Results**

##### **● Relevance of Policies**

Japan's policies regarding cooperation in the vocational training sector in Senegal are considered to be consistent with comprehensive international policy frameworks, Senegal's overall policies, and Japan's overall policies, and are recognized as being relevant policies. However, they seem to be consistent in only one area and lack an all-encompassing approach in light of the combined objective framework that is shown in Senegal's overall policies and Japan's assistance policies.

##### **● Effectiveness of Results**

We have conducted a comprehensive evaluation based on output indexes such as "content of curriculums," "quality of teachers," "number of registered persons and number of examination candidates," and "percentage qualification acquisition of graduates." The evaluation shows that positive results beyond a certain level have been achieved overall. At the same time, Japan's assistance in this sector has continued over a long period, and it seems that there are issues concerning "cost-effectiveness" and "exit strategies." With regard to South-South/tripartite cooperation, effectiveness was recognized in terms of efficiency and benefits to other countries.

##### **● Appropriateness of Processes**

As a result of examining the processes among the concerned Japanese parties, processes between Japan and Senegal, and processes concerning other donors, they were all found to be generally appropriate in terms of the deliberations and adjustments among the concerned parties in the implementation process of assistance and in utilizing the lessons of the past in the planning and implementation stages. On the other hand, although the general framework for cooperation among donors has not been prepared in the vocational training sector, it can be thought that it is also significant for Japan to consider cooperation with other donors and with non-CFPT linked types of assistance.

● **Evaluation of “Diplomatic Impacts”**

We have confirmed diplomatic impacts not only for the bilateral relations between Japan and Senegal, but also for relations between Senegal and its surrounding countries, and for relations between Japan and the countries surrounding Senegal. In Senegal’s donor community, Japan’s cooperation is highly evaluated for the results of assistance. However, there are issues in terms of cooperation among donors and the contribution to sector-wide assistance approaches, and although Japan’s assistance to the CFPT is highly valued, Japan has not yet fully shown its presence in the vocational training sector in Senegal.

**2. Main Recommendations**

**(1) Attention to the Sub-Sector as a Whole and Enhancement of Cooperation with Other Organizations**

For Senegal’s overall goals, including economic growth and poverty reduction, if Japan pays attention to the vocational training sub-sector as a whole and cooperates with other educational, training, and assistance organizations, it seems likely to be able to enhance the effectiveness of its contributions. Although this may not be a method that can be easily recognized by the general public, it can be thought that seeking “alignment” for Senegal’s sector development and socio-economic development as a whole and “harmonization” with other donors would serve to increase the “diplomatic impacts.”

**(2) Consideration of Exit Strategies**

Since the CFPT project has already continued over a fairly extended period and its sustainability could be evaluated low, it would be required to consider “exit strategies” for decreasing gradually the volume of assistance, seeking the balance between the goals of “diplomatic impacts” for Japan and “development effects” for Senegal. Specifically, we can recommend the following three points as exit strategies: 1) Exploring the possibility to provide assistance, including the development and implementation of curriculums for corporate training, etc. and in the provision of teachers; 2) Enhancing cooperation with private companies; and 3) Enhancing the function as a base for South-South cooperation.

# Map of the Republic of Senegal



Source: United Nations (2004) Map No. 4174 Rev. 3, January 2004.

# Chapter 1

## Summary of Evaluation and Recommendations

### 1-1 Summary of Evaluation

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#### 1-1-1 Evaluation of the “Relevance of Policies”

We conducted an evaluation of the relevance of Japan’s policies regarding cooperation in the vocational training sector in Senegal by examining their consistency with comprehensive international policy frameworks, Senegal’s overall policies and Japan’s overall policies. The results show a recognizable consistency in all of the examinations; so in that regard, the policies are considered to be relevant.

Concerning the overall policies that we examined, some significant changes have been noted. For example, under the Millennium Development Goals (MDGs), Target 1.B, “Achieve full and productive employment and decent work for all, including women and young people” has been added; in the “Education for All (EFA)” development goals, “skills development” is newly focused upon; and in “Japan’s Education Cooperation Policy” newly established following the Basic Education for Growth Initiative (BEGIN), the importance of vocational training as post-basic education is additionally pointed out. These differences all suggest an increased awareness of the importance and necessity of vocational education and training (or provision of employment). In consideration to these issues, Japan’s international cooperation policies for promoting vocational training in Senegal could be recognized as more substantively relevant.

However, Japan’s cooperation in the vocational training sector in that country seems to be concentrated on the project at the Centre de Formation Professionnelle et Technique (Vocational and Technical Training Center) [CFPT] and is not clearly linked with other assistance projects. Therefore, Japan’s cooperation appears to be consistent in only one area but lacks an all-encompassing approach in light of the combined objective framework of social development, economic growth, and poverty reduction that is detailed in Senegal’s overall policies and Japan’s Country Assistance Program for Senegal. From this perspective, the relevance of Japan’s policies must be evaluated with some reservation.

### 1-1-2 Evaluation of the “Effectiveness of Results”

We have conducted a comprehensive evaluation of the “effectiveness of results” of Japan’s cooperation in the vocational training sector in Senegal based on output indexes such as the “constitution of courses and content of curriculums at the CFPT,” “quality of teachers at the CFPT,” “number of registered persons and examination candidates of the CFPT,” and “percentage of qualification acquisition of CFPT graduates.” The results show that positive results beyond a certain level have been achieved overall. With regard to outcome indexes, including the “employment situation of CFPT graduates,” “evaluation of the content of education at the CFPT from the perspective of CFPT graduates and related persons,” and “evaluation of the content of education at the CFPT from the perspective of companies where CFPT graduates work,” positive results beyond a certain level have been confirmed, overall.

However, it was difficult to analyze whether the employment rate of CFPT graduates can be considered to be high in consideration of the general economic situation in Senegal, because the statistics concerning the unemployment rate were not sufficiently detailed. To make a more detailed analysis in the future, these basic statistics would be necessary.

In the meantime, considering the fact that Japan’s assistance in this sector has continued for 28 years, and its inputs are large, and that a new training school supported by India and other donors has achieved a high evaluation close to that of the CFPT, it can be believed that there are issues concerning the “cost-effectiveness” and “exit strategies” (i.e., the issue of “until when Japan should continue its assistance”).

As for the “effectiveness of results” among the effects of South-South cooperation (tripartite cooperation), effectiveness was recognized in the vocational training itself for the third countries surrounding Senegal and in the efficient implementation of Japan’s assistance.

### 1-1-3 Evaluation of the “Appropriateness of Processes”

We have examined the “appropriateness of processes” within Japan’s cooperation in the vocational training sector in Senegal from the viewpoints of the processes among Japanese concerned parties (MOFA, Embassy of Japan, JICA headquarters and its local office), the processes concerning the Senegalese side (Senegalese government and CFPT), and the processes concerning other donors. As a result, it can be said that the processes were generally appropriate in terms of the deliberations and adjustments among the concerned parties in the implementation process of assistance and the implementation of assistance utilizing the lessons of the past in the planning and implementation stage.

On the other hand, although coordination among donors has not well advanced in the

vocational training sector, Japan's support does not pay enough attention to the sector as a whole, and it is believed that there is room for further deliberations and adjustments in terms of cooperation with other donors and another assistance approach not limited to the CFPT. In addition, although the assistance for the CFPT is based on appropriate deliberations and adjustments, it seemed to depend on some personal factors like leadership of the CFPT director, etc. As a result, although the CFPT project has achieved high employment rate of graduates and provided a base for South-South cooperation, there is concern that the CFPT could convey an image of being a stand-alone body within the vocational training sector in Senegal.

#### 1-1-4 Evaluation of the "Diplomatic Impacts"

As a result of evaluating the "diplomatic impacts" of Japan's cooperation within the vocational training sector in Senegal, we have confirmed such benefits not only in the bilateral relations between Japan and Senegal but also concerning Japan and the countries surrounding Senegal. We have also confirmed the possibility that South-South cooperation (tripartite cooperation) based on Japan's assistance will bring "diplomatic impacts to Senegal," which will lead to "diplomatic impacts for Japan." On the other hand, in the donor community in Senegal, Japan's cooperation is valued for the high employment rate of CFPT graduates, but there is still enough room for enhancing cooperation with other donors and its assistance approaches for showing more presence in those areas.

As described above, we have determined that the diplomatic impacts of Japan's cooperation in the vocational training sector in Senegal are generally high although there are certain issues. In view of the field survey in this evaluation and past surveys, the main factors of this success seem to be the fact that Japan has continuously provided assistance to the CFPT project for nearly thirty years, the deep understanding of Japan on the CFPT side represented by the CFPT director, the director's own leadership and appropriate judgment. Japan's continuous support during long period with the latest equipment and technologies has had a significant impact on the Senegalese government and people. In addition, its project was adjusted to the change of situation and added by the function as a base for South-South cooperation, including the improvement or removal of courses and the addition of acquirable qualifications, which have been crucially important in maintaining diplomatic impacts.

However, it can be also imagined that this continuous assistance could impede Senegal's motivation for sustainable development as we pointed out in the issues concerning the "exit strategies" in the evaluation of the "effectiveness of results." In addition, as we pointed out in the evaluation of the "appropriateness of processes," it can be thought that the understanding of Japan and appropriate judgment on the side of the CFPT

depends on the director's leadership, and it is undeniable that Japan's assistance in the sector lacks an organizational structure to ensure appropriate processes. Thus, it could be said that the diplomatic impacts for Japan are not completely compatible with Senegal's development aims, and that in some areas, seeking Japan's diplomatic impacts may not necessarily lead to benefits in Senegal's development ("trade-off relation").

## 1-2 Recommendations

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### 1-2-1 Attention to the Sub-Sector as a Whole and Enhancement of Cooperation with Other Organizations

As we saw above, it can be said that Japan's cooperation in the vocational training sector in Senegal is generally relevant, effective and appropriate. However, because the cooperation is too concentrated on improving the quality of the CFPT as a vocational training body, lacking its vision towards the sub-sector as a whole, it does not necessarily have the appropriate perspective on cooperation with other education and training institutions or assistance organizations. In this regard, there seems to be room for improvement.

As we saw in the evaluation of the "relevance of policies," vocational training is an area that is positioned within Senegal's combined objective framework of social development, economic growth, and poverty reduction. Therefore, unless Japan becomes aware of the position of its cooperation within the vocational training sub-sector, the education sector, and the comprehensive frameworks of economy and society as a whole, and seeks a contribution to them, it is hard to make an explicit contribution to the approach to the ultimate goals of economic growth and poverty reduction.

From the idea of seeking "diplomatic impacts" of Japan by increasing the presence or awareness of "Japan's contribution," the fact that CFPT has been well recognized as "school backed by Japan" (and moreover, clarified its superiority to and distinction from other organizations) over a long period may be positively evaluated. However, as we saw in the evaluation of the "appropriateness of processes" and "diplomatic impacts," it can be thought that such type of assistance by Japan may convey an image of a stand-alone body, considered to be insufficient in giving consideration to the third principle, "harmonization" (harmonization of assistance among donor countries) of the five principles of *the Paris Declaration on Aid Effectiveness*, and may incur negative "diplomatic impacts" on Japan's presence and evaluation in the donor community.

For Senegal's overall goals, including economic growth and poverty reduction, if Japan

pays attention to the whole vocational training sub-sector and cooperates more with other education and training institutions and assistance organizations, it appears able to make a better contribution. Although the CFPT shows Japan's clear-cut presence, it can be thought that seeking "alignment" (the second principle of *the Paris Declaration*) for Senegal's sector development and socio-economic development as a whole would after all increase "diplomatic impacts" of Japan's contribution in relations with Senegal.

Cooperation with other donors is being enhanced, for example, in the form of participating in the development of curriculums for the entire sector led by Canada, and it could be desirable for Japan to proceed further in such direction in the future.

## 1-2-2 Consideration of "Exit Strategies"

As mentioned above, from the perspective of "diplomatic impacts," it is an indisputable fact that continuing assistance to the CFPT as a vocational training body in Senegal has a certain significance. On the other hand, as we referred to in the evaluation of the "effectiveness of results," the CFPT project has already continued for a fairly long period, and as a development assistance project, its evaluation of sustainability would be low. Thus, it is necessary to consider "exit strategies", gradually decreasing the volume of support, seeking the balance between the goals of "diplomatic impacts" for Japan and "development effects" for Senegal. Here we suggest several possible exit strategies below.

### 1-2-2.1 Shift from hard assistance covering the CFPT's facilities and equipment to technical soft cooperation which enables the CFPT to develop and implement curriculums such as corporate training, etc. and provide its own teachers

This method also shifts the function of the CFPT from one as a place for engineers' pre-work training and qualification to one for improving the ability and qualification of in-service engineers.

Even now, the CFPT is able to cover most of its operating costs with its own funds. However, Japan could aim to achieve the situation where the CFPT lowers its dependence on Japan's assistance in the maintenance and management of its equipment and facilities by increasing commissions from companies and the income of tuition fees from trainees, and where the costs of the CFPT is covered by the Senegalese government alone without relying on Japan.

This method responds to the needs of industry and workers more sensitively, and, therefore, could achieve results from the perspective of "sector-wide development assistance."

By continuing to get involved in the CFPT while reducing assistance to it, Japan could to

some extent maintain the presence of the CFPT as the “*école Japonaise*” as an educational organization in Senegal.

#### 1-2-2.2 Enhancement of a cooperation with private companies

The equipment delivered in opening the “maintenance of heavy machinery” course at the CFPT includes equipment from Komatsu, a Japanese manufacturer of construction equipment. The company has already opened a training center for the maintenance of heavy machinery in Senegal, and, therefore, it could be possible to gain Komatsu’s cooperation in developing curriculums at the CFPT. Needless to say, giving preferential treatment to some limited Japanese companies in the procurement processes of the CFPT is not desirable because it could lead to a “tied aid”. However, because several Japanese companies independently conduct training in corporation when making direct investments, if CFPT provides the training course through the equipment provided by these companies, there would be many benefits for both parties.

This type of cooperation would be close to CSR (corporate social responsibility) activities rather than seeking profits on the company side. However, it could establish a meaningful relationship towards the future procurement of human resources and re-training in the sector and also could be useful for the Japanese government to support national companies.

Moreover, although this is related to above 1, the CFPT’s cooperation with private companies should not be limited to Japanese companies, and it will be possible for the CFPT to cooperate with various companies of Senegal and West Africa in a similar way. Sodimag, a Belgian company visited by the evaluation team during the field survey in Senegal, has provided training in cooperation with the operation and maintenance of its machinery just like Komatsu, and plans to invite teachers from Europe. If some companies in Senegal have high-level experts, it would be possible for the CFPT to cooperate with them.

#### 1-2-2.3 Enhancement of the function as a base for South-South cooperation

It is important to judge whether to maintain the CFPT as a public educational institute in Senegal or to enhance its function as a base for South-South cooperation. In the current situation where the CFPT is a form of Japan’s assistance to the Senegalese government, it naturally has a strong presence as the “*école Japonaise*” in Senegal. At the same time, the Senegalese government recognizes the CFPT as a national education and training center, and therefore, South-South cooperation towards surrounding countries is implemented only as supplementary, as requested by Japan. According to the Senegalese government, although many students from surrounding countries wish to enter the CFPT, because

Senegalese students are given priority, the acceptance of foreign students is limited to a maximum of 15% of the total, and basically the surrounding countries' request to enroll their students in the CFPT with scholarships as special entries is not accepted.<sup>1</sup> In addition, the CFPT accepts teachers from neighboring countries every year in the form of "third country training," and it can be imagined from the interviews at the Ministry of Foreign Affairs of Senegal and the Embassy of the Democratic Republic of Congo in Senegal that there are potentially high expectations to increase the number of teachers accepted from the surrounding countries. Therefore, although the CFPT now has great potential as a base for South-South cooperation, it would be necessary to reconsider its institutional position as an education and training body in Senegal.

As a possibility, it can be thought to shift (or upgrade) the CEPT's status from a national school in Senegal to a regional school in French-speaking West Africa. Here we suggest one new model, a school in the Union Economique Monétaire Ouest Africaine (UEMOA) region. In the UEMOA region, there are many countries that need more vocational training in the future. Thus, it would be meaningful to upgrade the CFPT from a vocational training school only in Senegal to a base for vocational training within the UEMOA region, that is to say, a base for South-South cooperation. Depending on circumstances, considering the fact that the UEMOA itself is enhancing cooperation with the Republic of Cape Verde, and with former French colonies like Mauritania and Guinea, which now have strong geographical and economic relationships, it would be possible to target the expanded area comprising the UEMOA and these three countries.

By upgrading the CFPT's function as a base for South-South cooperation, Japan's vocational training assistance through the CFPT would expand from that for a single country to that for the West African area, which could certainly increase the diplomatic impacts of Japan. However, unless the system of the CFPT matches the educational (administrative) systems of those other countries, the connection between the content of training and qualification or between the content of training and the needs of employers may be weakened, and the vocational training body may lose its entire basis. Thus, it would need to make some institutional adjustments, such as actively utilizing international qualifications in the curriculums. Moreover, the Japanese government would also need to review its administrative procedure.

Thus this method could make it possible for Japan to maintain the CFPT as a "center of excellence" of the Technical and Vocational Education and Training (TVET) in a whole West African region and one of the best examples of Japan's ODA policy, while looking for its

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<sup>1</sup> At the time of survey, we met a student who was sent from Cape Verde, financed by Luxembourg. In addition, we heard that in one year, four people were sent to the CFPT from Mali on scholarships. However, it is the CFPT's policy not to make such cases routine.

“exit”.

## 1-3 Lessons Learned

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### 1-3-1 Perspective of Evaluation According to the View of “National Interests”

In this evaluation, it was required to consider evaluation methods from the new perspective of “national interests” or “diplomatic impacts.” However, it seems that the implication of the evaluation of national interests will vary depending on how national interests are viewed, and, therefore, we considered the perspectives of evaluation according to different notions of “national interests” in the following section.

First, looking at “national interests” from the idea of increasing the presence of “Japan’s contribution,” the fact that the CFPT has been well recognized as the “school backed up Japan” in Senegal for a long period could be a favorable factor. That is to say, it is the interpretation that the important point is that Japan has been exclusively involved in the CFPT for a long time. Recently, however, an education organization jointly established by the governments of emerging donor countries, including India and West African countries, has considerably increased its presence, and the presence of the CFPT has become relatively weaker. It largely depends on the view of Japan’s “national interests” to see this tendency as a blow to Japan or as a good chance to change its mode of involvement with the CFPT (consider exit strategies).

Here we considered some points to be listed as Japan’s “national interests”: (1) The prestige of the CFPT enhances Japan’s reputation and presence; (2) Training workers familiar with Japanese technologies and equipment promotes expansion of the private sector of Japan, directly and indirectly; and (3) Japan’s contribution spreads to the surrounding countries through the CFPT’s third country training and leads to a feeling of connection with Japan.

In addition, (4) there is a point based on the trend that assistance in vocational education and training is highlighted as an important approach to poverty reduction in international discussions about educational development, and that “skills development” is frequently referred to as a keyword in the latest strategy documents of many aid organizations, including the World Bank, etc. Therefore, making a contribution in the vocational training sector has significant value in light of international agendas (provides grounds for appealing to not only Senegal but also the donor community) and should be recognized as an important “national interest” equaling the above points (1), (2), and (3).

Furthermore, when considering “national interests” without setting limits to the vocational

training sector (for example, a direct impact on acquiring votes and support in diplomatic situations), there is another argument as to whether the project will contribute to the national interests” in the first place.

## Chapter 2

### Evaluation Purpose and Principles

#### 2-1 Outline of Evaluations

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##### 2-1-1 Background and Purpose

It is indisputable that in the global trend of international cooperation and assistance to developing countries after the mid 1990s, which aims at the poverty reduction and “human security” and recognizes the Millennium Development Goals (MDGs) agreed in 2000 as the highest policy framework, “education” that works on the development of individual people’s abilities is one of the highest priority issues. In the Official Development Assistance Charter (ODA Charter, revised August 2003) of Japan, the Japanese government also recognizes education as the first cooperation sector to be emphasized for the “poverty reduction,” which is listed as the first priority issue.

As a matter of fact, what has been given special importance under this trend is basic education and primary education, while TVET has relatively lowered its position. However, as the poverty rate has not improved even through efforts towards the MDGs, especially in Sub-Saharan Africa, it has been widely observed and recognized that the population that received basic education has not been fully absorbed into the labor market and that the expansion of basic education alone is not enough to develop human resources for industry. Therefore, the importance of TVET has been highly recognized since the latter half of the 2000s. In the 2012 version of the Education for All Global Monitoring Report (EFA-GMR) released by the United Nations Education, Scientific and Cultural Organization (UNESCO), it is reported that “skills development” will be focused as “a neglected issue on the Education for All agenda.”

It is not until human resources who have received education find employment, work, and create added value that the economy will grow at the macro level, income improves at the micro level, and finally poverty will be reduced. Since TVET is placed in the connecting point of basic education and the economy/industry, its effective functioning is an important key, so that the expansion of basic education will achieve the poverty reduction through continuous economic growth. The Japanese government has regarded “sustainable growth” as a “priority issue” or a “pillar of development cooperation” along with “poverty reduction”, both in the “ODA Charter” and in the “ODA Review Final Report” released by MOFA in June 2010. It is significant for Japan, which has emphasized the idea that developing countries

should autonomously reduce poverty through sustainable economic growth, to examine the relevance, effectiveness, and appropriateness of TVET assistance.

Based on the above understanding, the evaluation team made a third party evaluation on Japan's cooperation in the education sector (vocational training sector) in Senegal, targeting the CFPT in Senegal, which has the second longest history of Japan's TVET support in Africa following Uganda.

The CFPT is one of bases of Japan for South-South cooperation in TVET assistance in Africa, along with the Nakawa Vocational Training Center in Uganda. Moreover, in the above-mentioned 2012 EFA-GMR, it is stated that the EFA project will "fully examine the efficiency of approaches for skills development assistance" and "shed light on new activities of donors," and South-South cooperation in TVET assistance could be one of the highlights.

Based on these matters, the evaluation team analyzed the CFPT's functions as a base for South-South cooperation in French-speaking West Africa.

## 2-1-2 Target of Evaluation

This evaluation has particularly focused on the CFPT, to which Japan intensively delivers assistance, in evaluating Japan's cooperation in the vocational training sector in Senegal.

## 2-2 Basic Policies of Evaluation

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As mentioned above, the target of this evaluation is cooperation related to the CFPT project. However, this evaluation is not a project evaluation, but a sector program evaluation. And evaluations of the CFPT as a project have been conducted many times in the past. Therefore, this evaluation has made it a basic policy to focus on the perspective of Japan's contribution to the vocational training sector as a whole in Senegal through CFPT-related cooperation.

In relation to this basic policy, we sometimes experienced difficulties in that the sector evaluation was apt to get closer to a project evaluation in conducting surveys for evaluation. The reason for this is that the cooperation project that Japan conducts in the vocational training sector in Senegal can almost be summed up by the CFPT. Further, there are not many observable and measurable activities that seem to give consideration to the entire sector, including cooperation with other donors. This seems to provide a lesson regarding how, in the future, we should evaluate "facility-oriented" projects that have considerable importance in cooperation with that country, and long-lasting old projects that are sometimes difficult to adapt to the idea of sector-wide development after the 1990s. The

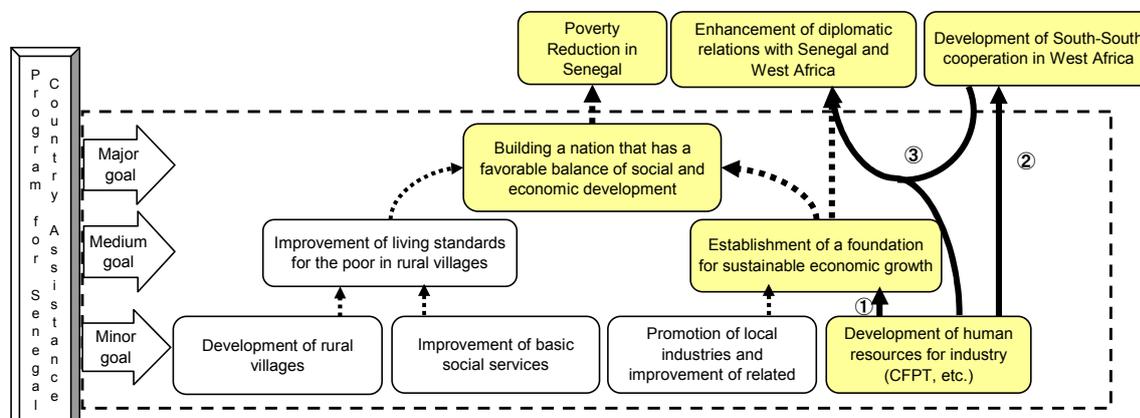
lesson is that we need to conduct surveys from the perspective of evaluating contributions to the sector as a whole, also paying full attention to assistance approaches and cooperation among donors.

In this evaluation, we examined “diplomatic impacts” added as a new evaluation item in the “ODA Evaluation Guidelines” (6th Edition) revised by MOFA in April 2011 and, therefore, we have created a separate chapter for “diplomatic impacts” and tried to analyze it from a different perspective from the conventional policy evaluations on the ODA.

## 2-3 Evaluation Framework

In accordance with the “ODA Evaluation Guidelines”, we conducted evaluations from the perspectives of “Relevance of Policies,” “Effectiveness of Results,” and “Appropriateness of Processes,” respectively. In addition, we also conducted an evaluation from the perspective of “diplomatic Impacts,” as mentioned above.

Figure 2-1: Logic tree on the effectiveness of Japan’s cooperation in the vocational training sector in Senegal



Source: Prepared by Mizuho Information and Research Institute based on the “Country Assistance Program for the Republic of Senegal,” etc.

Figure 2-1 is a logic chart that illustrates roles of Japan’s cooperation in the vocational training sector in Senegal in the entire picture of assistance to Senegal that is shown by the “Country Assistance Program for the Republic of Senegal” (shown within the dotted frame in the figure). It also shows how this cooperation contributes to the “enhancement of diplomatic relations with Senegal and West Africa” and the “development of South-South cooperation in West Africa,” which are Japan’s other diplomatic goals in addition to the

“poverty reduction in Senegal,” by indicating action pathways for them, including those related to other goals. Among the action pathways shown in the figure, the evaluation of pathways ①, ②, and ③ are related to the perspectives of “effectiveness of results” and “diplomatic impacts.” With regard to the pathways beyond ①, ②, and ③, for example, how the “establishment of a foundation for sustainable economic growth” contributes to the “building a nation that has a favorable balance of social and economic development” and the “poverty reduction in Senegal,” has not been covered by this evaluation because it is difficult to extract and identify such effects in the area of cooperation in the vocational training sector targeted by this evaluation.

### 2-3-1 From the perspective of the “Relevance of Policies”

From the perspective of the “relevance of policies,” we conducted an evaluation by examining the consistency of Japan’s cooperation in the vocational training sector in Senegal with comprehensive international policy frameworks, Senegal’s overall policies and Japan’s overall policies. In examining this consistency, we have paid attention not only to the actual status of relevant policy documents, but also to their formation processes, changes, logical structures, and to relations with other policy documents.

Evaluation items, examination objects (objects of consideration for consistency), and examination methods are shown in Figure 2-2.

Figure 2-2: Framework for the evaluation from the perspective of the “Relevance of Policies”

Evaluation item	Examination object (object of consideration for consistency)	Examination method
Consistency with comprehensive international policy frameworks	<ul style="list-style-type: none"> <li>• Millennium Development Goals (MDGs)</li> <li>• Education for All (EFA)</li> <li>• New Partnership for Africa’s Development (NEPAD)</li> <li>• Plan of Action for the Second Decade of Education for Africa</li> <li>• “Yokohama Declaration” and “Yokohama Action Plan” of the Tokyo International Conference on African Development (TICAD)</li> </ul>	<ul style="list-style-type: none"> <li>• Documentary survey on the policy documents listed in the left column, their formation processes, changes, etc.</li> <li>• Hearing survey in the field study (hearing from other donor organizations, Japanese government, related organizations, etc.)</li> </ul>
Consistency with Senegal’s overall policies	<ul style="list-style-type: none"> <li>• Economic Development Plan</li> <li>• Document de Stratégie pour la Croissance et la Réduction de la Pauvreté (Poverty Reduction Strategy Paper ) [DSRP]</li> <li>• Stratégie de Croissance Accélérée (Accelerated Growth Strategy) [SCA]</li> <li>• 10-Year Education and Training Program</li> </ul>	<ul style="list-style-type: none"> <li>• Documentary survey on the policy documents listed in the left column, their formation processes, changes, etc.</li> <li>• Hearing survey in the field study (hearing from the Senegalese government, Japanese government, related organizations, etc.)</li> </ul>

Evaluation item	Examination object (object of consideration for consistency)	Examination method
Consistency with Japan's overall policies	<ul style="list-style-type: none"> <li>• ODA Charter/Medium-Term Policy on ODA</li> <li>• Sectoral initiative on education</li> <li>• Country Assistance Program for the Republic of Senegal</li> </ul>	<ul style="list-style-type: none"> <li>• Documentary survey on the policy documents listed in the left column, their formation processes, changes, etc.</li> <li>• Hearing survey in Japan (hearing from Japanese government and related organizations, and exchanges of opinions at review meetings)</li> <li>• Hearing survey in the field study (hearing from the Japanese government, related organizations, etc.)</li> </ul>

### 2-3-2 From the perspective of the “Effectiveness of Results”

From the perspective of the “effectiveness of results,” we conducted a quantitative evaluation based on data and a qualitative evaluation based on information gained from hearing surveys, etc. concerning the outputs and outcomes of the CFPT.

In addition, with regard to the impacts on the surrounding countries that received South-South cooperation (tripartite cooperation) through the CFPT, we conducted a qualitative evaluation mainly based on information gained from hearing surveys.

Evaluation items, examination objects (objects of consideration regarding consistency) and examination methods are shown in Figure 2-3.

Figure 2-3: Framework for the evaluation of “Effectiveness of Results”

Evaluation item	Examination object (evaluation index)	Examination method
Effectiveness of output	<ul style="list-style-type: none"> <li>• Constitution of courses and the content of curriculums at the CFPT</li> <li>• Quality of teachers at the CFPT</li> <li>• Number of registered persons of the CFPT and the number of examination candidates of the CFPT</li> <li>• Percentage qualification acquisition of CFPT graduates</li> </ul>	<ul style="list-style-type: none"> <li>• Analysis of quantitative data gained from JICA reports and materials that we received in the field survey</li> <li>• Hearing survey in the field survey (hearing from the CFPT, Senegalese government agencies, private companies in Senegal [companies where CFPT graduates work and others], etc.</li> </ul>
Effectiveness of outcome	<ul style="list-style-type: none"> <li>• Employment situation of CFPT graduates</li> <li>• Evaluation of the content of education at the CFPT from the perspective of CFPT graduates and related persons</li> <li>• Evaluation of the content of education at the CFPT from the perspective of companies where CFPT graduates work</li> <li>• Percentage qualification acquisition of CFPT graduates</li> </ul>	<ul style="list-style-type: none"> <li>• Analysis of quantitative data gained from JICA reports and materials received in the field survey</li> <li>• Hearing survey in the field survey (hearing from the CFPT, Senegalese government agencies, private companies in Senegal [companies where CFPT graduates work and others], CFPT graduates, etc.</li> </ul>

Evaluation item	Examination object (evaluation index)	Examination method
Effectiveness related to South-South cooperation	<ul style="list-style-type: none"> <li>Effects on the countries surrounding Senegal that received cooperation through the CFPT</li> </ul>	<ul style="list-style-type: none"> <li>Hearing survey in the field survey (hearing from the embassies of the surrounding countries in Senegal)</li> </ul>

### 2-3-3 From the perspective of the “Appropriateness of Processes”

From the perspective of the “appropriateness of processes,” we conducted a qualitative evaluation of the situation of utilization of lessons learned from the past at the stages of discussion, adjustment and planning among the concerned parties in the implementation process of assistance, mainly based on information gained from hearing surveys. The evaluation has been conducted for the processes among the concerned Japanese parties (MOFA, Embassy of Japan, JICA headquarters and its local office), processes concerning the Senegalese side (Senegalese government and the CFPT), and processes concerning other donors.

Evaluation items, examination objects (objects of consideration for consistency) and examination methods are shown in Figure 2-4.

Figure 2-4: Framework for the evaluation of “Appropriateness of Processes”

Evaluation item	Examination object	Examination method
Appropriateness of the processes among concerned Japanese parties	<ul style="list-style-type: none"> <li>Deliberations, adjustments, etc. in Japan</li> <li>Deliberations, adjustments, etc. between Japan and Senegal</li> <li>Deliberations, adjustments, etc. in Senegal</li> </ul>	<ul style="list-style-type: none"> <li>Hearing survey in Japan (hearing from the Japanese government and related organizations, and exchanges of opinions at review meetings)</li> <li>Hearing survey in the field study (hearing from the Japanese government, related organizations, etc.)</li> </ul>
Appropriateness of the processes concerning the Senegalese side	<ul style="list-style-type: none"> <li>Deliberations, adjustments, etc. with the Senegalese government</li> <li>Deliberations, adjustments, etc. with the CFPT</li> </ul>	<ul style="list-style-type: none"> <li>Hearing survey in the field survey (hearing from Senegalese government agencies, the CFPT, the Japanese government and related agencies, etc.)</li> </ul>

Evaluation item	Examination object	Examination method
Appropriateness of the processes concerning other donors	<ul style="list-style-type: none"> <li>Evaluation of deliberations and adjustment processes with other donors</li> </ul>	<ul style="list-style-type: none"> <li>Hearing survey in the field survey (hearing from other donors, the Japanese government and related agencies, etc.)</li> </ul>

#### 2-3-4 From the perspective of “Diplomatic Impacts”

From the perspective of “diplomatic impacts,” we conducted a qualitative evaluation of the bilateral relations between Japan and Senegal, relations between Japan and the countries surrounding Senegal (West African countries), and an evaluation of Japan in the donor community, mainly based on information gained from hearing surveys.

Evaluation items, examination objects (objects of consideration for consistency) and examination methods are shown in Figure 2-5.

Figure 2-5: Framework for the evaluation of “Diplomatic Impacts”

Evaluation item	Examination object	Examination method
Diplomatic benefits concerning bilateral relations between Japan and Senegal	<ul style="list-style-type: none"> <li>Understanding of Japanese government officials in Senegal and Tokyo concerning the “diplomatic impacts” of the ODA project and the diplomatic significance of the CFPT</li> <li>The Senegalese government’s and local private companies’ evaluation of Japan’s cooperation in the vocational training sector in Senegal</li> <li>Recognition of the CFPT in Senegal</li> <li>The Senegalese government’s evaluation of Japan in terms of the enhancement of relations between Senegal and the surrounding countries through South-South cooperation and third-country cooperation</li> </ul>	<ul style="list-style-type: none"> <li>Hearing survey in Japan (hearing from the Japanese government and related organizations, and exchanges of opinions at review meetings)</li> <li>Hearing survey in the field survey (hearing from Senegalese government agencies, the CFPT, the Japanese government and related agencies, etc.)</li> </ul>
Diplomatic benefits for the relations between Japan and countries surrounding Senegal and Senegal itself through South-South cooperation	<ul style="list-style-type: none"> <li>West African country governments’ evaluation of Japan in terms of South-South cooperation and third-country cooperation</li> </ul>	<ul style="list-style-type: none"> <li>Hearing survey in the field survey (hearing from the embassies of the surrounding countries in Senegal)</li> </ul>

## 2-4 Implementation Method

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In implementing this evaluation, we conducted a documentary survey, a domestic hearing survey, and a field survey in Senegal.

### 2-4-1 Documentary Survey

After the examination objects and the evaluation frameworks had been determined, we collected, arranged, and analyzed information on the results of activities, achievements, etc. of the project to be evaluated, based on literature and documentation, including business reports of related projects, minutes, domestic and foreign evaluation reports, academic publications, and basic statistics. For this evaluation, in particular, there are a large number of related JICA's project evaluation reports, and therefore, we have utilized them as related previous evaluation cases.

### 2-4-2 Domestic Hearing Survey

After the examination objects and the evaluation frameworks had been determined, we conducted a hearing survey at the headquarters of JICA based on the examination items drawn from the "evaluation frameworks." Since this is an evaluation assignment concerning a project that has continued over a long period, we conducted interviews with persons both currently and formerly in charge of the project.

Figure 2-6: Organizations interviewed in the domestic survey

Date	Organization interviewed
July 29, 2011	Social Security Division, Higher Education and Social Security Group, Human Development Department, JICA
August 24, 2011	Headquarters of JICA (We previously interviewed two staff members at JICA's office in Senegal responsible for South-South cooperation and vocational training.)

### 2-4-3 Field Survey

To examine matters that were difficult to grasp in the documentary survey and domestic hearing survey, we conducted a field survey in Dakar, Senegal, and interviewed the following organizations and persons concerned.

City	Date	Organizations and individuals visited
Dakar	November 14 (Monday)	10:00 Embassy of Japan 14:00 Ministry of Technical Education and Vocational Training (METFP) 16:00 Vocational and Technical Training Center (CFPT)
	November 15 (Tuesday)	09:00 National Agency for Youth Employment (ANEJ) 11:00 Ministry of Foreign Affairs 14:00 Komatsu Dakar Training Center 16:00 School inspector office
	November 16 (Wednesday)	09:00 Company (1) employing CFPT graduates 12:00 Company (2) employing CFPT graduates 14:00 Company (3) employing CFPT graduates 16:00 Entrepreneurs among CFPT graduates
	November 17 (Thursday)	09:00 Canadian International Development Agency (CIDA) 11:00 Agence Française de Développement (French Development Agency) [AFD] 14:00 Embassy of the Democratic Republic of Congo in Dakar 16:00 Embassy of Japan (debriefing session for ODA Task Force)
	November 18 (Friday)	10:30 Technical Education and Vocational Training Development Fund(FONDEF) 12:00 National Centre for Professional Qualification(CNQP)

The field survey was conducted by members (excluding Mr. Tatsushi Ogita) listed in the following implementation structure and accompanied by Mr. Kazuu Wakaeda from the ODA Evaluation Division of the Minister's Secretariat, Ministry of Foreign Affairs of Japan, as the observer.

## 2-5 Implementation Structure

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This evaluation was implemented under the following structure:

Name	Responsibilities	Organization & title
Shoko Yamada	Chief evaluator	Associate Professor, Graduate School of International Development, Nagoya University
Toyomu Masaki	Advisor	Professor, Faculty of Economics and Management, Institute of Human and Social Sciences, Kanazawa University
Tatsushi Ogita	Consultant (Project leader)	Senior Consultant, Mizuho Information and Research Institute, Inc.
Yumi Kosone	Consultant	Consultant, Mizuho Information and Research Institute, Inc.
Sosuke Ota	Consultant	Consultant, Mizuho Information and Research Institute, Inc.
Akiko Takazawa	French interpretation and local information analysis	

In implementing this evaluation, we gained cooperation from the following organizations and concerned departments:

Organization	Department
MOFA	Global Issues Cooperation Division, International Cooperation Bureau
	Third Country Assistance Planning Division, International Cooperation Bureau
	First Africa Division, Middle Eastern and African Affairs Bureau
JICA	Social Security Division, Higher Education and Social Security Group, Human Development Department

In implementing this evaluation, we held review meetings at MOFA on the following dates:

Review meeting	Date
First review meeting	August 24, 2011
Second review meeting	October 24, 2011
Third review meeting	December 13, 2011
Final review meeting	January 30, 2012