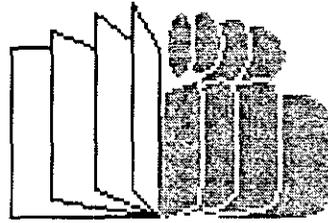


PD-ABY-716



WORLD EDUCATION

Development of Community Institutions

FINAL REPORT
June 2003

USAID Cooperative Agreement
No. 624-A-00-97-00069-00

Submitted to:
USAID - MALI
BP 34 - Bamako

Submitted by:
World Education-Mali
BP 2137
Bamako

September 2003

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GLOSSARY

AADeC	Association d'Auto-Développement Communautaire
ACI	Africa Consultants International
AID-Mali	Association Malienne d'Initiatives d'Actions pour le Développement
AMAPROS	Association Malienne pour la Promotion au Sahel
AMPJ	Association Malienne pour la Promotion des Jeunes
ANICT	Agence Nationale d'Investissement des Collectivités Territoriales
APEs	Association de Parents d'Elèves
APIM	Association Professionnelle des Institutions de Microfinance
ASACO	Association de Santé Communautaire
ASG	Association Soubaahi Goumo
BDS	Business Development Services
CAEB	Conseil et Appui pour l'Education à la Base
CSCOM	Centre Santé Communautaire
CO	Community Organization
CRADE	Cabinet de Recherche-Action pour le Développement
CS	Community School
EES	Evaluation de l'Environnement Scolaire
ERO	Evaluation Rapide Organisationnelle
FAPE	Fédération des Associations Parents d'Elève
FDS	Fondation pour le Développement au Sahel
GRADE-B	Groupe de Recherche Action pour le Développement Banlieues
IEF	Institut de l'Enseignement Fondamental
KAP	Knowledge, Attitudes, Practices
NGOs	Non-governmental Organizations
SEEP	Small Enterprise Education and Promotion
STD	Sexually Transmitted Disease
USAID	United States Agency for International Development
VHC	Village Health Committee
WE	World Education

INTRODUCTION

This is the Final Report on World Education's implementation of USAID Cooperative Agreement No. 624-A-0097-0069-00, Development of Community Institutions, which began on September 30, 1997 and ended June 30, 2003. As the name of the award suggests, the goal of this program was to build and strengthen local institutions so that they could better serve their communities. This is in keeping with World Education's institutional mission to build strong, self-sufficient and accountable local institutions.

Community institutions targeted in this program include grassroots institutions across sectors: parents' associations, health centers, civic groups, and women's credit unions. The development of these grassroots level institutions was complimented by development of federations. In the education sector, parents associations (Association des Parents d'Eleves or APEs) began to see the value—and the challenges—of working in federations, first at the commune level, then at the cercle, and now beginning at the regional level. The same became true for the women's credit associations *who proudly formed their own federation to act more effectively in the microfinance environment in Mali.*

In the last two years of the program, the focus has consciously broadened to include community interaction with the public sector. The now strengthened and confident community organizations are interacting more with elected officials, with officials of the Ministry of Education, and with other branches of the government. They are defending their rights, expressing their needs, and advocating for more resources to meet these needs.

World Education is committed to the sustainability of its efforts. Because of this commitment, World Education worked through local Malian NGOs, building their capacity to deliver trainings and services, while concomitantly strengthening them as institutions. Through support from this project, our NGO partners have developed capacities to provide training and technical assistance, to coordinate and facilitate activities involving all levels and sectors of Malian society, and, at the same time, to develop their own capacities as viable and sustainable institutions. The accomplishments that are described in this report are in no small part a result of the commitment and investment of Malian NGOs in contributing to the development of their country.

ORGANIZATION OF THE REPORT

The Cooperative Agreement received financial support from three Strategic Objective Teams of USAID Mali: 1) the Youth Team which included both Education and Health, 2) the Sustainable Economic Growth Team and 3) the Democratic Governance Team. This document reports on the activities, accomplishments, and impact as a result of the support from each of these teams. The report is organized by Strategic Objective for clarity sake, however it should be remembered that each component of the project follows the same approach to institution strengthening.

Furthermore, each component builds on the achievements of the others to reach the overarching goal of developing community institutions in Mali.

Several annexes are included at the end of this report:

Annex A provides a timeline of the major developments and modifications in the Cooperative Agreement. Because the Cooperative Agreement was modified ten times, including extensions, expansions, and their corresponding changes in targets and budgets, Annex A provides a quick reference point for the contractual changes that took place.

Annex B provides maps of the intervention zones and identifies the community institutions with which the Program worked.

Annex C provides a selected set of success stories.

World Education wishes to thank USAID/Mali for its support and guidance throughout the implementation of this Program. The impacts are the results of all of our efforts.

USAID STRATEGIC OBJECTIVE: YOUTH

During the strategic phase in which the Cooperative Agreement was in force, USAID/Mali had a strategic objective for youth which encompassed education and health programming. With the support of this Cooperative Agreement, World Education implemented a large program including several pilot initiatives. A small, action-research program for health is also described below.

EDUCATION

To appreciate the success and the impact of the Education Program of the Cooperative Agreement, it is useful to recall the context out of which it emerged, the way in which it developed, and the accomplishments—both detailed and global—that it has achieved.

CONTEXT OUT OF WHICH THE EDUCATION PROGRAM EMERGED

After the coup in 1991, economic and social conditions in Mali were horrible, and morale was particularly low in the urban centers, especially among unemployed youth who had been instrumental in the coup. With the concern to “do something”, USAID approached World Education, who had recently opened an office in Bamako. The idea was to get day wages into the urban quarters for communal effort. At the time, World Education initially chose “urban clean up” as the focus of efforts because it would involve large amounts of manpower and little investment in equipment or supplies. World Education established partnerships with 60 local NGOs and began very modest training in community development.

Fundamental to the approach with the communities was to ask what urgent needs they had that might be addressed with the limited resources available. Every single quartier mentioned their school as a priority, usually number one, and even communities who refused to work together on anything else asked for help in improving their primary school.

Although the APE system had been in place for years, it had no credibility with the communities because of corrupt liaison with the former regime. Therefore, consulting with our NGO partners and advisors, World Education decided to try and rebuild the APE system. One reason to work with the APE system was that primary schools were an expressed priority. Another equally valid reason was that the original legislation creating APEs that dated to Independence was surprisingly appropriate in the environment of decentralization and democratization, actually specifying guidelines of civil governance which people were re-discovering in 1991. World Education submitted an unsolicited proposal to USAID for APE training which USAID funded in 1992 on a “pilot” basis for Commune V in Bamako and the rural cercle Dioila.

Through this pilot project and a subsequent agreement in 1995, World Education and its partners identified the principles and approaches to serve as the foundation for scaling up and expansion that was supported by the Cooperative Agreement. They developed a vision of strengthening APEs to establish community schools while at the same time working with the public school system to enable it to become more responsive and responsible for education at all levels. Furthermore, they established the credibility to be awarded a five-year Cooperative Agreement to, among other things, establish over 500¹ new community school APEs and work with 52 public school APEs as well the federations of APEs (which include both community and public school APEs).

EXTENSIONS AND EXPANSIONS OF THE PROGRAM

As shown in Annex A, the Cooperative Agreement was amended several times to include certain extensions and expansions. These modifications had the greatest impact on the Education Program of the Cooperative Agreement by increasing the target number of community school APEs to be created to 791 and by supporting proposed expansion into additional cercles in the Ségou region.

In the fall of 2000, World Education submitted a proposal to expand the various program components of the Cooperative Agreement and to extend the completion date to September 30, 2002. The target for creation of new community school APEs was increased by 85, the target for working with existing APEs was increased by 200 (100 community school APEs and 100 public school APEs) and the target for working with Federations of APEs was increased by 32. This proposed expansion was approved February 2001.

In June 2002, World Education proposed to extend the Cooperative Agreement to June 30, 2003. In the Education Program, we did not propose the creation of new APEs leading to new community schools. Rather, we proposed a set of activities designed to increase the APEs' effectiveness in managing their schools with special attention now being given to aspects of quality and equity in education as well as becoming a stronger actor in and influencing the larger environment now being made more accessible through the government's commitment to decentralization. This proposal was approved and the Cooperative Agreement was amended accordingly on October 1, 2002.

Finally, in response to a need expressed by the Education Team of USAID, World Education proposed an expansion into the ex-arrondissement of Dioro and the cercle of Barouéli. Once again, this did not include the creation of new APEs and schools. It instead supported World Education training and technical assistance to existing APEs and to their Federations. This

¹ As we shall see below, with the various extensions and expansions of the Cooperative Agreement, this target grew to be 791 schools.

proposal was approved and the Cooperative Agreement was amended, on October 23, 2002, to include these new activities.

WORLD EDUCATION APPROACH

As noted above, the World Education approach to working with APEs was inspired by the projects implemented prior to 1997. The elements of this approach are:

- Be responsive to communities goals, expressed needs, and circumstances
- Establish respect and a mutual understanding of respective roles and responsibilities through continuous dialogue and negotiations
- Work closely with and through Malian NGOs who have the knowledge of the field and contacts with the people
- Build individual and organizational capacities at all levels through training, technical assistance, and supportive monitoring and supervision in a structured and step-by-step fashion. This applies not only to the primary beneficiaries—that is, the APEs—but also to the intermediary organizations—that is the NGOs.
- Retain as part of the overall vision an eventual disengagement of World Education and the NGOs from the communities. This implies the definition and implementation of an “exit strategy” from the very beginning of the Program.

THE STEPS IN THE PROCESS OF ESTABLISHING A NEW APE

Throughout the life of the Cooperative Agreement, the following steps were followed in starting a new community school APEs and working with public school APEs.

Situational Study

Initial studies were undertaken involving the different stakeholders (education administration, NGO and WE agents) to generate information on all aspects of the educational environment in the targeted zones of intervention. The information collected included demographic data on the people, the communities with and without schools, existing number of students and schools, and so on.

Feasibility Study

World Education trained NGO agents to conduct detailed feasibility studies in the communities initially identified as having met the first level of criteria for the establishment of an APE and a school. Information was collected on such things as their experience with community activism, the purchasing power of the community members, the potential number of school-age children,

and the potential for finding two teachers. These studies were done in villages with more than 500 inhabitants and led to the pre-selection of communities to participate in starting community school APEs.

In the selection of the public school APEs, the most important criteria were their proximity to a community school and their need as indicated by limited development of the school.

Social negotiation

The studies described above led to a pre-selection of communities who met the basic criteria for receiving support to establish an APE. The next step was to enter into dialogue with the community so as to come to agreement on mutual roles and responsibilities. When such an understanding was reached, the community was enrolled in the Program.

In the case of the communities with no APEs, the first step was to establish one which would then establish the community schools. In the case of communities with a public school, a commitment was generated to revitalize the existing APEs.

Training the members of the APE board

In preparation for their eventually providing training in the communities, World Education trained the NGO education coordinators and animators to provide the training themselves to the APEs in the villages. In turn, these NGO agents then provided training to the new APE members. Primarily, the training focused on basic, initial needs and included administrative and financial management as well as democratic governance.

The initial training lasted 10-15 days and then was followed up with a second training of 3-5 days. In addition, regular technical assistance focused on the specific tasks of the different members was provided by the NGO animators or local resource persons.

All these trainings were supported by the Training of Trainers manual and APE training guides produced by World Education.

Management of activities

Once trained, the APE board members took on their tasks among which are: obtaining formal recognition of their association, getting the initial three classrooms built², recruiting students and teachers, and generating and managing the necessary financial resources, collect data. In these

² World Education, using money available through the Cooperative Agreement, provided a one-time grant of CFA 2,000,000 or approximately \$3,300 which is 25%-35% of the overall cost depending on the method of construction employed.

tasks, they are accompanied and monitored by the NGO agents. They also received a small grant to support their activities.

Organizational assessment and planning

One of the important tasks of the APE is to assess its strengths and weaknesses as an organization and to plan for and undertake institutional strengthening activities to address these weaknesses. To support these processes, World Education, drawing upon our experiences in other countries, developed a tool called *Evaluation Rapide Organisationnelle (ERO)*. The NGO partners were trained to use this tool, and they in turn trained the APEs. At least every six months, the APEs, using a participatory process guided by the ERO, assessed their governance and their management, identified their strengths and weaknesses, and developed a plan to strengthen the areas in which they found themselves lacking.

As part of our exit strategy, WE and our NGO partners trained and involved the Federations of APEs at the commune and cercle levels who identified local resource persons to carry on these training, support, and monitoring functions following the disengagement of the WE and the NGOs.

THE PHASES OF THE PROGRAM

The Program evolved through four phases corresponding to the extension of activities to other geographic zones.

As noted above, prior to the signature of the Cooperative Agreement in September 1997, World Education, working with 10 APEs in the District of Bamako, had already begun to develop the approach and the partnerships that served as the base for the scaling up that took place with the support of the Cooperative Agreement. The initial targets of the Cooperative were to create and strengthen 500 community school APEs and 52 public school APEs in Koulikoro and Bamako.

In 1998, in the **second phase**, the program was expanded to Macina, Niono, and Ségou cercles—three cercles in the Ségou region—and the overall

“From virtually every perspective, it is evident that the World Education program has transformed the capacity of communities to participate more fully in the function of their schools. From both outside and within the communities that have participated in the program, observers have clearly communicated their positive assessment of school-level governance. Community actors assessed their parents’ associations using different criteria than World Education and other partners. Whereas the focus from World Education’s point of view is on institutional capacity and democratic procedure, community level actors are interested in whether the APE has made tangible improvements to their schools and has succeeded in addressing ongoing issues facing education.”

Welmond, Michel. “The Education Program of World Education-Mali in the Koulikoro Region.” June 20, 2000. Page 59.

target was increased by 200 community school APEs and 26 public school APEs. During the first year of this expansion, the steps of situational and feasibility studies were carried out. In addition, three NGO partners were identified to implement the program in the cercles chosen in the Ségou region.

The **third phase** included the beginning of the implementation of the strategy of the disengagement of all the NGO animators from the Koulikoro Region and the District of Bamako. To ensure the continuation of the programmed activities, the APEs identified their own resource persons using the following criteria:

- Member of the APE and FAPE
- Be literate in French or Bambara
- Undertake the responsibilities on a voluntary basis
- Be available

With the support of the cercle-level FAPes, 405 members of APEs were trained as resource persons and developed skills to train APE board members. These individuals have now each been assigned to be resource people for three APEs/FAPes. The 405 resource persons trained now supervise 1,010 APEs/FAPes in their zones thus replacing the NGO animators that had been working there.

In this phase, the Program was also expanded to the cercles of San, Bla, and Tominian in the Ségou region where an additional 55 community school and 200 public school APEs were targeted. Three NGOs were engaged to implement the Program in these three cercles.

Responding to a specific request from USAID, in the **fourth phase** the Program expanded to the ex-arrondissement of Dioro and the cercle of Barouéli. In this case, because the APEs existed already, the focus of the interventions was to strengthen the APEs in their training, in their data collection, in their analysis of education results, and in their planning at the commune level. Two NGOs were engaged to implement these activities.

“For the APEs to continue to succeed, they will need to access resources outside their community. That next classroom or teacher, more or more qualified teachers—practically all interviewees indicated that their community is reaching its financial limits. But if they must depend on external resources, the APEs and their communities risk losing the control over and involvement in their school that they have so successfully established. As a consequence, the kind of linkages that develop will be as important as the resources these links might provide.”

Welmond, Michel. The Education Program of World Education-Mali in the Koulikoro Region. June 20, 2000. Page 60.

STRATEGY FOR SUSTAINABILITY

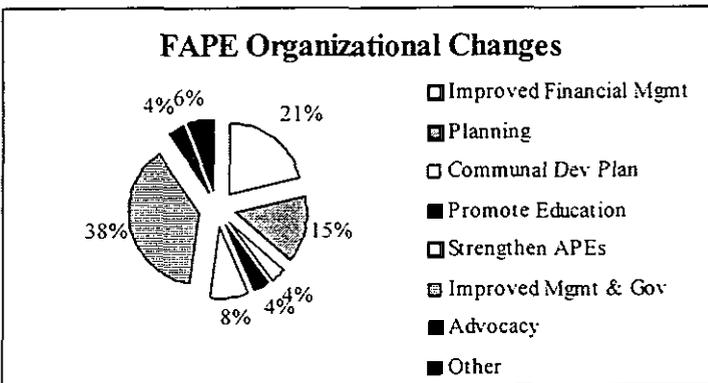
At the time of writing the proposal for the Cooperative Agreement, World Education articulated a strategy for sustainability. This strategy hinged on two broad goals: 1) developing a support structure for the APEs so that they would be independent of both World Education and our implementing NGO partners, and 2) developing the capacity of the APE system to become an active partner with other education authorities and stakeholders outside of their communities.

Therefore, beginning in earnest in 2001, the Program implemented activities leading to the goal of sustainability.

Institutional Strengthening of the Federations of APEs

One of the most extensive activities in 2001 was the training of the Federations of APEs. The training began with the Federations at the communal level; however, in the course of the next two years, training was also provided to cercle-level federations.

The objectives of the training were to develop the capacities of the federations to govern



themselves democratically, follow sound management practices, serve as technical supports to their members (local community and public school APEs), and serve as the link with the communal administrative and education authorities. In all, 193 commune level and 10 cercle level federations were provided institution building training. Please refer to the map in Annex B.

In our routine data collection, last carried out in May 2003, we gathered data on the impact that the training has had on the federations. The results are represented in the graph above. As can be seen, the largest area of focus for these organizations has been to improve their financial management.

Involvement in the Development of Communal Education Development Plans

A second strategy to ensure the sustainability of APE system was to encourage the development of mechanisms for involving the APEs in the development of the communal education development plan. World Education used a bottom-up, participatory approach. The community-level APEs developed their own objectives and plans. Their representatives brought these plans

to the federations of APEs. In workshops involving the communal education authorities as well as representatives of the mayors' offices and administration officials, a commune level education development plan was agreed upon. These plans then became an element to be integrated into the overall development plan for the commune.

As a result of this process, not only did the education authorities and the administrative authorities become more aware of the needs and objectives of the local schools, they developed rapport and working relationships with the APEs. The APEs reported numerous instances where they were in need of resources for their schools (books, support for teachers' salaries, etc.) and they found mayors to be responsive to their requests.

SUMMARY OF OUTPUTS ACHIEVED

The following table summarizes the outputs achieved in the Education Program of the Cooperative Agreement.

	Planned Bamako	Actual Bamako	Planned Koulikoro	Actual Koulikoro	Planned Ségou	Actual Ségou
Number of schools opened and constructed	10	11	500	504	276	276
Number of APEs trained	85	85	687	691	381	381
Number of commune-level Federations of APEs trained	6	6	106	106	81	81
Number of cercle-level Federations of APEs trained	0	0	7	7	3	3
Number of regional-level Federations of APEs trained	1	1	1	1		
Number of commune-level education planning activities.	6	6	106	98	50	50
Number of teachers trained	50	50	2,912	1,207	1,434	864
Ratio book/student	1/1	1/2	1/1	1/3	1/1	1/3

	Planned	Actual	Planned	Actual	Planned	Actual
	Bamako	Bamako	Koulikoro	Koulikoro	Ségou	Ségou
Ratio teacher/students	1/45	1/66	1/45	1/41	1/45	1/32
Students:						
Girls		1,578		18,569	18,811	11,183
Boys		1,708		31,014	22,379	16,561

EDUCATION PROGRAM INDICATORS

The following tables present the **cumulative data**³ through the seven years ("pilot phase and the Cooperative Agreement) of the Program in terms of access, quality and equity, and democratic governance.

³ Please note the following regarding the method of calculating the access rates. In its written documentation, USAID stated that access rates should be calculated in terms of "program areas". World Education, in our proposal prior to the awarding of the Cooperative Agreement and in all reporting up to the Annual Report 2001, had understood "program areas" to mean the regions in which we established schools, i.e. the District of Bamako, the Region of Koulikoro, and the Region of Ségou. Up to that time, the percentages had been calculated using the populations of the relevant age groups within the respective regions as the denominators. In late 2001, we were asked to define "program area" as only the villages where our schools are located. Thus, while for historical consistency, we present the data based on the "old" definition of "program areas", to be responsive, we also include data based on this "new" definition of "program areas".

Access (Calculations based on the regions as a "program area")

INDICATORS	Baseline 1996	Total in 2002	1997-1999		2000		2001		2002		June 2003
			Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	Actual
<i>IR#2.1 Result: Increased Access to Basic Education</i>											
<i>USAID Required Data (as per list dated May 18, 2000)</i>											
1. Gross Access Rate in 1 st Grade	4%	5%			9%	4.15%	8.33%	5%	9%	5%	5%
1.1a Gross Access Rate in Bamako for boys.	4%	1%			2%	2.78%	1%	3%	1%	3%	3%
1.1b Gross Access Rate in Bamako for girls.	4%	1%			2%	2.5%	1%	2%	1%	3%	3%
1.2a Gross Access Rate in Koulikoro for boys.	29%	34%			42%	15.63%	34%	21%	34%	20%	20%
1.2b Gross Access Rate in Koulikoro for girls.	16%	26%			40%	5.8%	26%	13%	26%	13%	13%
1.3a Gross Access Rate in Ségou for boys.		13%			16%	15.75%	23%	17%	24%	12%	12%
1.3b Gross Access Rate in Ségou for girls.		14%			15%	9.96%	18.8%	12%	18.64%	9%	9%
2. Gross Enrollment Rate by Sex											
2.1a Gross Enrollment Rate in Bamako for Boys		1.6%		1.4%	1.6%	1.93%	1.6%	3%	1.6%	2%	2%
2.1b Gross Enrollment Rate in Bamako for Girls		1.3%		1.1%	1.3%	1.55%	1.3%	2%	1.3%	2%	2%

INDICATORS	Baseline 1996	Total in 2002	1997-1999		2000		2001		2002		June 2003
			Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	Actual
2.2a Gross Enrollment Rate in Koulikoro for Boys		39%		20%	27%	19%	31.83%	22%	36.56%	20%	20%
2.2b Gross Enrollment Rate in Koulikoro for Girls		23%		13%	19.84%	11.77%	23.57%	31%	27.23%	12%	12%
2.3a Gross Enrollment Rate in Ségou for Boys		10%		3%	6%	6.32%	10%	17%	14.15%	10%	10%
2.3b Gross Enrollment Rate in Ségou for Girls		8%		2%	5%	4.27%	8%	11%	11%	7%	7%
1. # of new com. Schools within 5 kms of village	117	791	462	486	73	73	115	115	0	0	791
1.a: # of new CSs in Koulikoro within 5 kms	109	505	345	366	0	0	30	30	0	0	504
1.b: # of new CSs in Bamako within 5 kms	8	10	2	2	0	0	0	0	0	0	11
1.c: # of new CSs in Ségou within 5 kms		276	115	118	73	73	85	85	0	0	276
2. Total # of students recruited to CSs	11,335	145,315	65,325	47,820	30,420	13,408	27,870	17,611	27,870	15,190	105,928
a) Total # girls recruited to community schools	4,194	63,867	33,913	19,356	15,210	4,786	12,542	7,206	12,542	6,386	41,928
b) % girls recruited to community schools	37 %	44%	60%	40%	42%	36%	45%	41%	45%	42%	42%

INDICATORS	Baseline 1996	Total in 2002	1997-1999		2000		2001		2002		June 2003
			Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	
2.1: # of students recruited: CSs Koulikoro	10658	100,749	57,200	38,416	21,375	5,496	15,150	8,959	15,150	8,514	22,043
2.1.a: # of girls recruited	3,849	43,385	28,600	15,212	10,688	1,537	6,818	3,566	6,818	3,446	27,610
2.1.b: % girls recruited	36 %	43%	50%	40%	50%	33%	45%	40%	45%	40%	58%
2.2: # of students recruited: CSs Bamako	677	3,376	1,450	1,649	450	635	300	649	300	659	3,659
2.2.a: # of girls recruited	345	1,671	750	831	225	312	135	299	135	338	2,125
2.2.b: % girls recruited	51%	49%	52%	50%	50%	49%	45%	46%	45%	51%	58%
2.3: # of students recruited: CSs Ségou	0	41,190	6,675	7,755	8,595	7,278	12,420	8,003	12,420	8,017	31,033
2.3.a: # of girls recruited	0	18,811	3,338	3,336	4,297	2,937	5,589	3,341	5,589	2,602	12,216
2.3.b: % girls recruited	0	45%	43%	50%	40%	45%	42%	45%	32%	39%	
3: % contribution gross national enrollment rates	0.97%	5.35%			4.98%	3.63%	6.34%	7%	7.64%	7%	7%
3.a: % CS contribution: Koulikoro to rates	0.5 %	26.73%			23.32%	15.4%	27.69%	26%	31.77%	16%	16%
3. b: % CS contribution: Bamako to rates	0 %	1.46%			1.42%	1.72%	1.44%	2%	1.45%	2%	2%
3.c: % CS contribution : Ségou to rates					5.43%	5.27%	9%	14%	12.59%	8%	8%

Access (Calculations based on the communities where the schools are located defined as the "program area".)

INDICATORS	1999	2000		2001		2002		June 2003
		Planned	Actual	Planned	Actual	Planned	Actual	Actual
<u>IR#2.1 Result: Increased Access to Basic Education</u>								
<u>USAID Requested Data as of January 2002</u>								
1. Gross Access Rate in 1 st Grade	17%		10%		35%		15%	15%
1.a Gross Access Rate for boys in 1 st Grade	20%		12%		39%		17%	17%
1.b Gross Access Rate for girls in 1 st Grade	14%		8%		30%		12%	12%
1.1 Gross Access Rate in Bamako	3%		3%		12%		4%	4%
1.1a Gross Access Rate in Bamako for boys.	3%		3%		12%		3%	3%
1.1b Gross Access Rate in Bamako for girls.	3%		3%		12%		4%	4%
1.2 Gross Access Rate in Koulikoro	17%		10%		31%		14%	14%
1.2a Gross Access Rate in Koulikoro for boys.	20%		12%		34%		19%	19%
1.2b Gross Access Rate in Koulikoro for girls.	14%		8%		26%		13%	14%
1.3 Gross Access Rate in Ségou	27%		16%		82%		23%	23%
1.3a Gross Access Rate in Ségou for boys.	32%		19%		91%		20%	20%
1.3b Gross Access Rate in Ségou for girls.	22%		13%		72%		15%	15%
2. Gross Enrollment Rate by Sex	31%		28%		52%		36%	36%
2.a Gross Enrollment Rate for Boys	34%		22%		59%		44%	44%
2.b Gross Enrollment Rate for Girls	28%		34%		43%		28%	28%
2.1 Gross Enrollment Rate in Bamako	2%		3%		14%		5%	5%

INDICATORS	1999	2000		2001		2002		June 2003
		Planned	Actual	Planned	Actual	Planned	Actual	Actual
2.1a Gross Enrollment Rate in Bamako for Boys	2%		3%		14%		6%	6%
2.1b Gross Enrollment Rate in Bamako for Girls	2%		3%		13%		5%	5%
2.2 Gross Enrollment Rate in Koulikoro	49%		46%		76%		49%	49%
2.2a Gross Enrollment Rate in Koulikoro for Boys	60%		58%		88%		63%	63%
2.2b Gross Enrollment Rate in Koulikoro for Girls	38%		35%		63%		36%	36%
2.3 Gross Enrollment Rate in Ségou	14%		55%		66%		44%	44%
2.3a Gross Enrollment Rate in Ségou for Boys	27%		65%		74%		51%	52%
2.3b Gross Enrollment Rate in Ségou for Girls	29%		45%		58%		36%	36%

Comments on Access Indicators

In terms of access, it should be noted that the 791 communities touched by the Program did not have a school five years ago. Today, these 791 schools exist and exceed the target of 785.

Today, construction of classrooms is not totally completed in eight schools for a number of diverse reasons. In four schools in Bamako, they have been unable to mobilize sufficient funds. In Koulikoro and Ségou regions, reasons include land disputes, exodus of laborers after the bad 2002 harvest, delays of the constructing company, and the embezzlement of NGO funds. Nevertheless these schools are open and functioning albeit in temporary structures.

The 791 APEs have been able to recruit 105,364 students of which 38% are girls versus a target of 145,315 of which 44% were to be girls. Many of the community school APEs began to follow the rhythm of recruitment of the public schools—that is, biannually rather than annually. Therefore, the actual number of students recruited has turned out to be less than the number originally projected.

Of the number above which have been recruited, 80,610 or 77% are attending school. The other 23% are either not in school or have transferred to other schools. These statistics obscure somewhat the situation in Bamako. Of the 3,376 recruitment target, 3,659 have been recruited and 3,283 or 90% are still in the community schools. Only 10% are no longer enrolled—for the same reasons as noted above.

Quality

INDICATORS	Baseline 1996	Total in 2002	1997-1999		2000		2001		2002		June 2003
			Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	Actual
<i>IR 2.2: Improved Quality of Basic Education</i>											
<i>USAID Required Data(as per list dated May 18, 2000)</i>											
1.a 4 th Grade Attainment Rate by Boys					80%	60.56%	85%	72%	90%	76%	76%
1.b 4 th Grade Attainment Rate by Girls					75%	50.31%	80%	62%	85%	68%	68%
2.a 6 th Grade Attainment Rate by Boys					55%	22.85%	55%	56%	55%	45%	48%
2.b 6 th Grade Attainment Rate by Girls					55%	16.77%	55%	49%	55%	35%	36%
3.a 6 th Grade Pass Rate by Boys					75%	72.91%	75%	69%	75%	63%	
3.b 6 th Grade Pass Rate by Girls					70%	62.16%	70%	64%	70%	54%	

**Results of the 7th Grade Entrance Exam
World Education Community Schools**

NGO Partners	No of Schools	Students Taking the Test			Students Passed			Percentage		Total Percentage
		Girls	Boys	Total	Girls	Boys	Total	Girls	Boys	
AADeC	29	197	488	685	129	329	458	68%	67%	67%
AID/MALI	39	200	443	643	133	308	441	67%	70%	69%
AMAPROS	25	114	287	401	64	155	219	56%	54%	55%
AMPJ	32	329	492	821	199	325	524	60%	66%	62%
ASG (KKO)	10	49	148	197	17	59	76	35%	40%	39%
ASG(BKO)	9	137	160	297	101	135	236	74%	84%	79%
GRADE	52	406	741	1,147	160	382	542	39%	52%	47%
FDS	36	124	382	506	71	268	339	57%	70%	67%
GRADE-B	27	49	337	386	16	142	158	33%	39%	42%
FAPE/Kgba	19	209	367	576	100	240	340	48%	65%	59%
TOTAL	278	1,814	3,845	5,659	990	2,343	3,333	55%	61%	59%

Comments on Quality Indicators

Quality is among the priorities of the Program thus justifying the implementation of a pilot project in quality/equity (see following section). The indicators (pass rate to the 4th and 6th grades and the pass rate on the 7th grade entrance exam) enable us to measure the impact of the program in terms of quality. This year, the indicators for the pass rate to the 4th grade were 76% for the boys and 68% for the girls. The pass rate for entering the 6th grade was 48% for the boys and 36% for the girls.

“As regards to the analysis of learning of the students, the greatest satisfaction came from the fact that the students of the 2nd and 5th grades in the community schools have results significantly better in French and mathematics than their counterparts in the public schools.”

Toukara, Dr. Bréhima, Dr. Cheick Oumar Fomba, and Mr. Diassé Tangara. “RO CARE Evaluation of Learning in Selected Schools in Koulikoro.” June, 2000. From the Executive Summary

Promotion

INDICATORS	Baseline 1996	Total in 2002	1997-1999		2000		2001		2002		June 2003
			Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	
IR#2.3 Promotion of Basic Education programs that respond to client needs											
<i>USAID Required Indicator (as per list dated May 18, 2000)</i>											
1: Average teacher/student ratio		1:38	1:60	1:51	1:41	1:48	1:49	1:53	1:49	1:38	1:38
<i>World Education Supplementary Indicators</i>											
1.2.a: Average teacher/student ratio in Koulikoro		1:44	1:60	1:50	1:46	1:47.5	1:66	1:52	1:64	1:41	1:41
1.2.b: Average teacher/student ratio in Bamako		1:32	1:60	1:51	1:42	1:45	1:36	1:71	1:52	1:66	1:32
1.2.c: Average teacher/student ratio in Ségou		1:35	1:60	1:57	1:46	1:49.6	1:46	1:49	1:45	1:32	1:2
3: Average student/book ratio	N/A	1:1	1:1	3.5:1	1:1	3.7:1	1:1	1:2	1:1	1:3	
<i>World Education Supplementary Indicators</i>											
3.1.a Average student/book ratio in Koulikoro		1:1	1:1	3.6:1	1:1	4:1	1:1	1:2	1:1	1:3	1:2
3.1.a Average student/book ratio in Bamako		1:1	1:1	3:1	1:1	3:1	1:1	1:1	1:1	1:2	1:1
3.1.a Average student/book ratio in Ségou		1:1	1:1	3.2:1	1:1	4:1	1:1	1:3	1:1	1:3	1:2
<i>USAID Required Indicator (as per list dated May 18, 2000)</i>											
3. Girl/Boy Parity	36%	44%	50%	40%	45%	40%	45%	53%	45%	39%	39%
4. Percentage of Teachers with Minimum 9th Grade Education				52%	68%	92.89%	75%	96%	80%	92%	92%

INDICATORS	Baseline 1996	Total in 2002	1997-1999		2000		2001		2002		June 2003
			Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	
<i>World Education Supplementary Indicators</i>											
2: Total # of teachers trained and retrained	180	5,592	2,366	1,720	1,225	1,304	1,149	1,016	1,288	1,075	4,530
2.a: Total # of teachers trained	180	3,040	1,413	1,102	670	563	544	514	544	534	2,903
2.b: Total # of teachers retrained	0	2,552	953	618	585	741	605	486	744	541	1,627
2.1.: # teachers trained/retrained: Koulikoro	178	4,044	2,133	1,506	920	923	720	586	460	539	3,993
2.1.a: # of teachers trained: Koulikoro	178	2,081	1,238	923	460	363	260	294	260	281	2,039
2.1.b: # of teachers retrained: Koulikoro	0	1,963	895	583	460	560	460	292	460	258	1,257
2.2.: # of teachers trained/retrained: Bamako	2	114	50	58	20	50	18	31	16	32	116
2.2.a: # of teachers trained: Bamako	2	51	22	23	10	11	8	14	8	10	60
2.2.b: # of teachers retrained: Bamako	0	63	22	35	10	39	10	17	8	22	56
2.3: # of teachers trained/retrained: Ségou	0	1,434	145	156	285	331	411	193	552	504	1,118
2.3.a: # of teachers trained: Ségou	0	908	115	156	200	189	276	216	276	243	804
2.3.b: # of teachers retrained: Ségou	0	526	30	0	85	142	135	177	276	261	314
<i>USAID Required Indicator (as per list dated May 18, 2000)</i>											
5. Percentage of Teachers Trained during last 12 Months					37%	43%	23%	33%	18.79%	25%	25%

Comments on Promotion Indicators

In terms of equity, the desired parity has not been achieved everywhere; nevertheless, there are situations where it has been achieved or even where the girls outnumber the boys.

Girl/boy parity continues to be a challenge to the Program even if it is a guideline for recruitment. Over the years, the percentage of girls diminished especially in the rural areas. The overall percentage of girls is 39% but in Bamako, it's 48% whereas it is 37% in Koulikoro and 40% in Ségou. This large variation is explained by two fundamental reasons:

- In Bamako, the dropout rate is low.
- In Koulikoro, the schools are older than those in Ségou and as the girls get older they leave school and begin to work to get things for the marriage trousseau. Some mothers of the fourth graders (12-13 years old) encourage their daughters to leave school. It should be noted, however, that certain villages have taken measures limiting this situation. These measures include assessment of strong fines on families who take their children out of school. For example, in the village of Karadjé in Koulikoro, if a parent takes his child out of school, he must continue to pay school fees of 500 FCFA per month plus a fine.

The percentage of teachers with at least a 9th grade education is 92%, and despite the efforts of the communities, difficulties persist. The teachers with a higher level of training are more expensive and more demanding if they come from the outside. Often the communities, while waiting for the next school year, replace a teacher leaving in the middle of the school year with a less educated one from the village.

The Program was designed based on a target ratio of 1:60 for teachers to students. This target was more based on economic assumptions of what would be needed to sustain the school. As it has turned out, the ratio of teachers to students is 1:41 for Koulikoro, 1:66 in Bamako, and 1:32 in Ségou. Bamako continues to be the zone where the demand for education is the greatest. The situation was also influenced by the President's slogan, "One village should have one school, one education center or one literacy center", leading to the situation, in some cases, where the recruitment area has been reduced to the immediate village. The pool of school-age children in a village is not often sufficient to have the targeted 60 new students for an entering class. It may be argued, however, that the quality of education can only be better where class sizes are smaller.

Today the ratio of students to books is 1:2 in Koulikoro, 1:1 in Bamako, and 1:2 in Ségou. Books are more accessible in Bamako than in the regions. In spite of the commitment of the APEs and the book caravan organized by the Ministry of Education, books continue to be rare commodities in community schools.

Capacity

INDICATORS	Baseline 1996	Total in 2002	1997-1999		2000		2001		2002		June 2003
			Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	
<i>IR#2.4: Increased Capacity to manage and sustain basic education programs that meet client needs.</i>											
<u>USAID Required Indicator</u> (as per list dated May 18, 2000)											
1. Percentage of Schools Registered with IEF				84%	100%	94.5%	100%	95%	100%	99%	99%
2. Percentage of APEs management committees which meet at least 10 times annually					60%	44%	65%	85%	76%	87%	87%
3. Percentage of APEs belonging to a federation					90%	50.8%	92%	99%	95%	99%	100%
4. Percentage of schools receiving community support				100%	100%	99.55%	100%	100%	100%	100%	100%

Comments on Capacity Indicators

Regarding capacity, the targets have been almost entirely achieved because all the schools can be considered legally recognized as they all began the process more than three months ago. Ninety-nine per cent of the schools have received their legal recognition. One hundred per cent receive support from the community and all the APEs are members of their respective federations.

It is with the level of the percentage that manages their school with at least ten meetings a year where the gap is most visible. This is explained by the fact that with the mobility of the APE members on the one hand but also the lack of orientation to writing on the other, all competing with the lack of minutes taking which is the means to verify the meetings were held as well as the General Assembly.

As for governance, all the APEs and the FAPes have begun the practices of good governance and can be easily distinguished from other community organizations in their areas and from the APEs who have not been trained nor supported in these practices

CHALLENGES

The major challenges of the Education Program were:

- The annual recruitment of students and teachers. As noted above, the Program was designed, using a set of financial assumptions, that it would be necessary to recruit 60 students per year to start school and that it would be supported by their families. Many community school APEs, instead, chose to follow the biannual recruitment as did the public school APEs. The number of students did not meet the projections.
- The community financing of the schools. As it became clear that the schools could not be supported solely on the fees paid by parents, the Program put considerable effort into generating acceptance by the entire community to pay for their school. This met with mixed success.
- The retention of students—especially girls. There are many cultural and economic reasons for students dropping out of school. The Program identified this as an important them in our training of the APEs.
- The regular payment of teachers' salaries which encourages them to remain at the school. At the base of this challenge is the very real poverty which is pervasive in the rural areas. The Program address this challenge through several strategies as described above.

We noted also the following problems:

- The illiteracy and the frequent absence at meetings of certain key APE board members (treasurer, administrative secretary, etc.).
- The weak initial and follow-on training provided to the teachers by the Ministry of Education. Through their training in advocacy, the APEs and their federations have begun to advocate for improved training and support to their teachers.
- The irregularity and weak involvement of other partners providing financial support from the State to the community schools. Specifically, other donor organizations have made promises of support to community schools. However, it has not always been forthcoming as expected.

IMPACT

As a result of the training, technical assistance, and support, the Education Program has had the following impact.

- The APEs have developed and are maintaining responsible partnership relationships with the civil society organizations and education officials.
- The national schooling rate has increased from 47% (34% for girls) in 1996 to more than 64% (54% for girls) in 2003.
- Women are involved more and more in the management of the school. They are contributing financially and are involved in activities to improve access, quality, and equity in education. For example, the women of Kanabougou in the cercle of Kati support the APE's financial base with monthly contributions.
- The schools have improved the cleanliness of the children and even certain rural parents. This point was attested to by the APE president in Fassa in the cercle of Koulikoro.
- Through the Program, 2,121 teachers have been recruited, hired, and trained thus generating new human resources and reducing unemployment .
- The community schools are becoming community enterprises instead of being the responsibility solely of the parents whose children attend the school. This is demonstrated by the mobilization of resources from diverse sources (mayors' offices designating collected taxes for education, membership fees of APE members, profit from collective fields and other labor). In the CMDT and OHVN zones, the village associations assume responsibility for all the financial needs of the schools.
- Self evaluation, using the ERO tool, and pursuing a plan to strengthen identified institutional weaknesses has become a practice of the APEs.
- The experience of the program inspires other partners. In fact, its approach and its training tools serve as reference documents for others working to train APEs.

SUSTAINABILITY

- Sustainability was one of the principles of the Program. A strategy of disengagement was articulated at the beginning of the Program and followed throughout.
- The actions which supported this policy were the transfer of capabilities and giving responsibility to the APEs to take charge of the assessment of their organization and to work with resource persons to strengthen themselves. In 2000, resource persons within the APEs were identified to take over from the NGO agents. Special training in techniques of adult training and data collection was provided to these persons.
- The final phase of this disengagement was achieved in two cercles, Macina and Kangaba, where the cercle-level federations replaced the NGO.
- In these cercles, the Program works directly with the federations who provide the activities to their members.

LESSONS LEARNED

- A trained APE can effectively manage its school.
- A community—as opposed to relying only on the parents--taking on the financing of their school guarantees education for the maximum number of children.
- The involvement of the communities in the education of their children ensures the quality of the teachers. As in the case of Feya in Koulikoro where in the first year of the 7th grade entrance exam the pass rate was 0% but in the second year, after strong involvement of the parents, had a pass rate of 71%. Similar situations occurred in Taffalan in Koulikoro and Daoudabougou in Bamako.
- Training ensures a more and more notable involvement of the FAPes in the basic supervision of the APEs.
- The approach of the Program enabled a dynamization of the APE system from the community to the regional levels. Ségou is a case in point. It mobilized support to organize missions to make contact and share information with members to discuss the problems of education and the role of the APE in the system.

“The better results of the community schools are explained by the appropriation of the schools by the communities who invest in the monitoring of the work of the students.”

ROCARE Report.
June 2000. From the
Executive Summary.

- The APEs which manage their schools like a community enterprise have good education results.
- The manuals produced by the Program serve as reference guides for others working with community schools.
- The performance of the schools is related to the functionality of the APEs. This is illustrated by the APEs of Bagadadji in Niono, of Pélengana of Ségou, of Matomo of Macina as well as numerous others.

CONCLUSION

In conclusion, we quote one of the “principal findings” of Andrew Gilboy who led the team that evaluated the basic development hypothesis upon which the Cooperative Agreement was designed and implemented. In terms of the Education Program, Gilboy wrote,

“The overall conclusion of the evaluation team is that the approach used by World Education, in partnership with its NGO group, to increase access of children to primary school education through the creation of community-based Parents’ Associations was highly successful. Based on the survey results, there can be no doubt that the effectiveness of the APEs was greatly increased as a direct result of the interventions delivered by WE and the NGOs. In turn, the survey indicated that these improvements had a positive impact on the ultimate beneficiaries—the children—in terms of their learning and behavior.”

Gilboy, Andrew. “Evaluation of Strengthening Community Institutions Program, World Education/Mali”. Draft, June 2003. Page 2.

QUALITY/EQUITY IN EDUCATION PILOT INITIATIVE

Through our work since 1992, World Education has greatly contributed to increased access to education. However we were now faced with the persistent need to improve the quality and equity in education. In the second six-months of 2002, World Education decided to undertake a pilot project to specifically address these needs. This activity became known as the "Quality/Equity Pilot Initiative".

The project was launched in 60 communities divided up between the regions of Koulikoro (20 participating communities) and Ségou (40 participating communities).

This initiative aimed at involving the education partners in the villages, communities, and at the commune level in developing and implementing an action plan to improve quality and equity of education in their schools. The development of the action plan would come as a result of two, very participatory processes supported by tools designed by the Education Program:

- A participatory community diagnosis
- An analysis of education results

In addition, World Education decided to make available, once certain criteria were satisfied, a one-time incentive grant of FCFA 250,000 (\$380) to the APEs participating in this initiative.

Since September 2002, when the initiative was launched, the 60 communities have completed the participatory community diagnosis facilitated by the three World Education trainers and the NGO animators. The results were analyzed and synthesized and shared with the communities as well as with local education authorities. As a result 60 plans of action were developed by the participating APEs.

Out of the Participatory Community Diagnoses, a training manual was produced which contains the following training sessions:

- Session 1: Notion of quality and the components of quality
- Session 2: Notion of equity and the components of equity
- Session 3: Assiduousness and timeliness of teachers
- Session 4: Follow-up and in-service training for teachers
- Session 5: Teacher training
- Session 6: Teachers' guides
- Session 7: Education and retention of girls in the schools
- Session 8: Attendance and assiduousness of students
- Session 9: Supervision at home
- Session 10: School books

- Session 11: Management of education results
- Session 12: Management of the Certificat de Fin d'Etudes du Premier Cycle de l'Enseignement Fondamental
- Session 13: Maintenance of educational equipment and infrastructure
- Session 14: School health
- Session 15: Management of partnerships

In addition, 45 NGO agents and FAPE members were trained to conduct forums on in which communities analyzed the education results being achieved by their students.

In the first half of 2003, 120 forums were held. The participants in these forums included APE and FAPE members, directors and teachers of the schools, the village council, women's and youth groups, representatives of the mayors' offices, and education officials. At these forums, the education results were analyzed and action plans were made and integrated into the Participatory Community Diagnoses.

Though the pilot initiative was for less than one year, the following impressive results were achieved:

- APEs have mobilized funds from the Agence Nationale d'Investissement des Collectivités Territoriales (ANICT) for the construction of additional classrooms, construction of latrines, for the purchase of teaching materials, school supplies and equipment, and a library.
- Supplementary classes have been organized in most of the schools for students in the 4th, 5th, and 6th years. Out of a pool of 4,438 students, 4,029 participated in these supplementary classes.
- Home-based study groups were organized
- A system of teachers presenting model lessons to each other has been adopted in a number of schools
- Courses to addresses insufficiencies in 5th and 6th grade teachers as identified by in-service monitoring

LESSONS LEARNED

This exciting initiative enabled all the stakeholders to acknowledge the following lessons learned:

- The involvement of all the actors in the school (the education officials, the communal authorities, the APEs and FAPes, the village councils, religious leaders, private sector, women's and youth groups, village association, elected officials, etc.) in the development of an action plan for the improvement of quality and equity in education generates responsibility and a sense of ownership for the implementation of the plan.
- As a result of involvement in the Participatory Community Diagnosis, the community sees the school as a common good to manage.
- The Participatory Community diagnosis and the Analysis of the Education Results show that the involvement of the community is an advantage in improving quality and equity.
- Parents of students can play an important role in the improvement of quality and equity in education if they are well informed and trained on aspects of quality and equity.
- The improvement of quality and equity in education requires good human resources.
- The motivation and involvement of school directors is an essential condition in the performance of the school.

This pilot initiative has provided an excellent laboratory for learning—on the part of all the actors involved—which will contribute to the implementation of USAID's Education Strategy in the years to come.

LITERACY

INTRODUCTION AND CONTEXT

Over the past decade, the Parent Association movement has been one of the key elements in the revitalization of education in Mali. World Education has been a leader in this sector since 1993, developing and strengthening civic participation in education by strengthening APEs and related federations to create and strengthen schools.

World Education/Mali's **Integrated Education Strengthening and Literacy Program**, which provides literacy classes for APE members, was an integral aspect of World Education's efforts to strengthen education via increased community participation. Communities form or revitalize APEs, which work to increase the quality of the education their children receive via the formal education system. The **Integrated Education Strengthening and Literacy Program** strengthened the ability of APEs to:

- 1) function as sustainable community organizations, and
- 2) have an impact upon educational access, quality, and equity in their communities.

Literacy program participants gained not only literacy and math skills but also vital content relative to daily life, to educational quality and equity, and to the management of APEs. In doing so, the integrated literacy program addressed the need for:

- *Literate APE Board Members.* Of the approximately 13 board members in each APE, often up to nine are not literate.
- *Literate APE Members.* Of the members in each APE, often up to 80 percent are not literate.⁴
- *Literate Mothers.* It is estimated that only 17 percent of women in Mali are literate.

World Education/Mali's integrated literacy program was designed in response to needs identified by these APEs and the non-governmental organizations that work directly with them. The hypothesis behind providing literacy classes to strengthen the APE was that increased literacy on the part of Board and General Assembly members of both genders will lead to:

- improved functioning of APEs;
- increased transparency of APEs; and
- an increased pool of future leaders for APEs.

⁴ Based on UNESCO's estimated literacy rate for Mali.

The hypothesis behind providing literacy classes to women in particular was that an increase in the number of literate women in a community leads to:

- an increased pool of women interested in serving on the APE Boards;
- increased activism on the part of women APE Board Members; and
- increased support for girls' education.

DESCRIPTION

World Education/Mali's **Integrated Education Strengthening and Literacy Program** was called **Sanmogoya**, which is taken from a Bambara term that means a person has given a good deal to his or her community. The APE in each community managed Sanmogoya with training and support from local NGOs. Working with World Education, the NGOs participated in curriculum development and testing and revision of materials, and provided in-service training and on-going support for teachers. They also evaluated learners' literacy gains and explored learners' perceptions of the program.

World Education's approach to integrated adult literacy was to put into practice theories of adult education and balanced reading and writing instruction while introducing content of importance to the learners in a way that enables them to solve problems related to their lives and the life of their community. The overarching principles upon which the program was built include:

- The literacy approach must be based on sound theories of reading and writing.
- The teacher training and literacy methodology must put into practice theories of adult education.
- The literacy and mathematics must support another sectoral objective, in this case, the improvement of educational quality and equity in Mali's education sector.
- The sectoral content must be introduced in a way that enables learners to come up with strategies to solve problems related to that sector.
- The program must be managed and sustained at the community level.
- The program design must suit the environment: the capacity of the teachers, the physical restrictions of the setting, the competing demands of everyday life.
- The program must be able to expand exponentially to reach more communities and more learners.

The course was divided into two phases --- basic literacy and post-literacy --- and was taught by volunteer teachers drawn from the community and supervised by the APE.

Those prioritized for participation in the literacy program are non-literate APE board members and non-literate mothers, although in every community general community members --- future participants in and leaders of the APE --- were included in the literacy courses as well.

The first phase, basic literacy was a 250-hour course. Class size usually ranged from about 25 to 30 men and women. Communities were free to set their own schedules, but World Education recommended that they hold classes of about two hours, at least four times a week. Classes were usually held between January and June.

In the basic phase, each lesson started with analysis, by class members working in small groups, of an illustration of a social problem such as lack of water, failure to follow through on a course of vaccinations, and child labor. Learners drew upon their own knowledge and experience to resolve the issue illustrated in the picture. A term salient to this discussion was set in the curriculum and was used as the transition to the literacy activities of the lesson. The course provided learners with plenty of time to practice emergent literacy and mathematics skills by using a combination of individual, small groups, and large group activities. Comprehension was stressed alongside decoding; foundational grammar points were taught explicitly.

One element in the basic literacy book that learners particularly enjoyed is the ongoing story of Sira, Sada, and their children, a Malian village family. In chapter eight, when learners have learned enough letters to be able to read sentences, this story begins, very slowly at first, in single-sentence installments. This text was not only the basis for the development of comprehension skills, it also added an element of fun: learners wanted to read more about these characters.

During the seasons that fell between basic and post literacy classes, each participating village received copies of a book entitled "Apedugu Filaninw" ("The Twins"), which chronicles the lives of twins, separated at birth, who must deal with issues of the day such as AIDS and female genital excision. Learners were encouraged to group together to read and discuss the book. By providing learners with the chance to read what is, in essence, a novel, participants were exposed to another use of literacy: entertainment. This phase was designed to enhance learners' motivation to continue to study while keeping their skills active.

The 100-hour post literacy phase introduced sector-specific content: the roles and responsibilities of the APE. The goal of this phase was to ensure that literacy and mathematics skills become fluent, and that learners' have the knowledge and capacity to participate actively in APEs. The materials included text and stories that led learners to grapple with management issues and concepts related to educational quality, and they became acquainted with APE documents and accounting practices as they learned multiplication and division. The same teachers who taught the basic phase taught the post-literacy phase, and they negotiated the schedule for the classes with the learners. Anyone who completed the basic course in good standing had the literacy and math skills needed to transition into the post literacy course. In general, about two thirds of the students continued into this phase, a few repeated the basic level, and a few discontinued participation. A small number of APE Board Members who had basic literacy skills from other schooling joined the literacy program at the post-literacy level.

Basic demographic data on learners and scores on pre- and post-tests were gathered at the beginning and end of each course. The evaluation tools for the basic level test literacy knowledge of letter and word recognition, sentence comprehension, letter and word formation, ability to write a simple sentence, number recognition, addition with and without carrying and subtraction with and without carrying. Content knowledge was not tested in the basic level. The post literacy course evaluation tested reading comprehension and writing, and the four mathematical operations. Content knowledge was not tested at either level but group discussions after each phase provided an indication of the impact of the information provided during the course. The data was used to strengthen the curriculum and training of teachers, as well as to provide learners with positive feedback.

MATERIALS AND TRAINING

World Education /Mali created the following materials for the learners to use in the integrated literacy program:

- basic literacy book *Kalanden ka kalankεgafe*
- basic math book *jate san folo*
- Enrichment reading : *apedugu filaninw (The Twins)*
- Post literacy book : *An k'an janto kalanko la*
- Post literacy math book : *jate san filanan*

The program also created five teachers guides:

- teachers' guide to the basic literacy book
- teachers' guide to the basic math book
- teachers' guide to the post literacy book
- teachers' guide to the post literacy math book
- teachers' grammar book (includes activities for learners)

Teachers were supplied with laminated letter flash cards, a flip chart of problem-posing illustrations, and two oil lamps. The responsibility for providing the oil for the lamps rested with the communities.

World Education/Mali trained the NGO field workers during a two week in-residence training. The NGO field workers trained teachers during a two-week training. World Education/Mali provided a five-day in-service training after the end of each course for NGO field workers and their corresponding village teachers. NGO field workers provided in-service coaching and general support to teachers during visits at least once a month.

DEVELOPMENT OF THE PROGRAM

The first step was to hire a Malian to be responsible for World Education's literacy program. World Education was fortunate to hire as literacy coordinator a linguist with much experience with language education and a willingness to learn new techniques. The US-based staff person who conducted the initial situational analysis took on the role of technical consultant. She introduced the literacy coordinator to World Education's approach to literacy while guiding the development of the program in Mali.

The next step was to conduct field research. The literacy coordinator interviewed villagers in 12 villages to find out what the pressing issues were in their communities, and why they wanted to become literate. The themes that emerged from this research became the core content of the basic literacy lessons.

As lessons were being written, the literacy coordinator tested them with a class convened for just this purpose. Not only did this allow for the first round of refinement of the initial lesson designs, but it gave the coordinator a sense of what the role of the classroom teacher would be like once the program expanded. An NGO staff person teamed with the coordinator to develop, test, and revise lessons, and a local artist worked with them to create the visual materials.

Once the full course was developed, five NGOs that were working with APEs, were interested in literacy, and were capable of absorbing additional work were chosen as formal partners. World Education/Mali developed a training-of-trainers that familiarized the NGO field workers with the new methodologies and materials, as well as with the management of the program. As a team, the NGO field workers and World Education staff designed the framework for the social negotiation necessary to identify the communities appropriate for the first field test, and designed the first teacher training. During social negotiations, the NGO field worker introduces the leadership in a community --- usually village elders and the APE Board --- to the idea of running a literacy program. Roles and responsibilities are delineated; for example, the NGO provides the materials, training, and on-going support, and the community designates two teachers, a classroom, and takes responsibility for managing the program on a day-to-day basis. The outcome of social negotiations is mutual agreement between the NGO and the community around whether or not the community will take on the program. In the beginning of the program, each of the five NGOs worked with five communities (for a total of 25 communities) to establish and run the literacy course.

World Education/Mali considered the first three years as developmental and a time for all involved to learn the nuances of designing and running a literacy program for adults. The NGO field staff and teachers used a common protocol to evaluate the materials and both the teaching and the training methodologies. Numerous changes were made to the curriculum, the training designs, and the learner evaluation tools and processes. Illustrations, which appear in the books

and as posters and are used to prompt the discussion that forms the initial activity of each class, were revised many times, for example. Collaboration among World Education's literacy coordinator, a staff member from World Education/Guinea, the Boston technical consultant, and a specialist in math education resulted in new basic and post literacy math books. This cross-border fertilization strengthened the work in Mali and Guinea.

Some of the post-literacy materials were developed by the World Education team, the NGO field workers, and the literacy teachers during a five-day in-service workshop. The materials focus on the issues involved in managing a APE. The topic were drawn directly from the experiences of the teacher, almost all of whom are APE board members. A similar process was used to develop lessons on HIV/AIDS and its impact on education. In response to requests from the teachers, a grammar book to supplement the post literacy course was developed and additional lessons and writing exercises were added to the basic literacy course.

IMPLEMENTATION CYCLE

The implementation cycle for the literacy program mirrored that of the implementation process in the APE Training and Strengthening Cycle. NGO field workers selected a number of villages that they think might be interested in adding the literacy component to the work of their APE. Criteria for selection included need on the part of APE members, and on the part of the wider community. The NGOs also considered the capacity of the APEs to take on and succeed at an additional task.

The NGO field workers presented the APEs that meet the criteria with an overview of the program, including the idea that the APE will be the manager of the program (in contrast to other literacy efforts that have sent in external teachers and been managed from afar). Working together, the NGO field worker and the APE Board clarified the roles and responsibilities of the two organizations in the management of the program. Once the community and the NGO agreed, the NGO field worker trained the APE Board members in how to manage the literacy program. Topics included criteria for selecting teachers, negotiating enrollment issues, and location needs.

Each community identified two volunteer teachers, to ensure that, should one be unable to teach, the other can step in. Beyond that, communities developed their own policies: when and where classes are held, who attends (in all cases, APE members are given preference), what happens when participants are absent, etc. At the same time, World Education recommended certain practices that have been shown to be beneficial to learning, for example, that classes be held at least four days a week, and for at least two hours a day. Given the weather and agricultural cycle, communities tended to hold classes between January and June, and take two years to complete the basic literacy, enrichment reading, post literacy cycle. Communities were, as can be expected, creative in their management of the program. For example, one community decided that the young and dynamic would have priority in the first round of classes, so they could teach

others in the future, with the goal of everyone in a four village cluster becoming literate over time.

Once teachers were selected, the NGO field workers, working with the World Education/Mali literacy coordinator, trained them in the activity-based teaching methodology. As the teachers initiated their classes, the NGO field worker or the World Education/Mali literacy coordinator tested each student to determine his or her literacy ability at the beginning of the course. During the running of the course, the NGO field worker visited monthly to support the teachers and help with any issues that may arise. The NGO field worker administered the same test to each student at the end of the course and conducted an informal evaluation to find out what information the learners learned and how they were using it. The NGO field worker also asked about the overall impact of the program on the community. Additional training, designed jointly by World Education and its NGO partners, was offered to teachers each year. Topics and focus depended upon what the needs of the teachers were at the time. Since many of the teachers continued with the program over the course of four years, more experienced teachers joined the NGO field workers in training newer teachers.

The APE managed the program, so the APE evaluated the management of the program during its bi-annual self-evaluation process. World Education and NGO partners used this information to design additional training for APEs and literacy program teachers. Special literacy classes for the treasurers and secretaries of the APEs were held as a result of these evaluations. These special classes focused on use of the calculator and accounting for the treasurers and note-taking for the secretaries.

The extent of the activities is summarized in the following tables:

Activity	1999	2000	2001	2002	2003	Total
Training of men literacy trainers		30	48	26	209	313
Training of women literacy trainers			26	8	32	66
Opening of basic literacy centers	1	13	20	25	130	
Opening of post-literacy centers			12	19	25	
Training of NGO animators in literacy	5				19	24
Training of NGO animators in post-literacy			5			5
Total number of learners	17	352	610	645	3,956	5,580
Number of women	17		259	391	1,649	2,316
Number of APE board members			66	177	889	1,132
Number of newly-literates in post-literacy			120	366	506	992
Number of women				96	246	342
Number of APE board members				81	74	155
Number of newly-literate treasurers receiving management training			24			
Number of administrative secretaries in the management of archives				40		
Number of secretaries to monitor the education of girls.					33	

RESULTS AND OBSERVATIONS

The goal of World Education/Mali's Integrated Education Strengthening and Literacy Program was to strengthen the ability of community's APEs to function as sustainable community organizations and have an impact upon educational access, quality, and equity in their communities. These goals have been reached in anticipated and unanticipated ways. In addition to smoother technical functioning on the part of APEs, and more active participation on the part of women Board Members, the literacy component has served to strengthen the community understanding of its role in ensuring the availability of quality education and that children are supported in learning.

From the very first cycle of classes, participants indicated satisfaction with the activity-based nature of the program, the relevancy of the content, and the large and bold-faced type used in the books. The decision to use large, bold-faced type and generous white space was not made lightly. Paper is expensive in West Africa, as is printing. In acknowledging the environment --- dark classrooms and learners with undiagnosed vision problems --- and addressing it in the design of the literacy and math texts, World Education chose to invest in materials that would ensure that learners could truly develop their literacy skills.

Learning to read is hard work, even if the materials and methods are dynamic. Sitting on hard benches in hot, dark rooms, peering at letters and numbers, will tax the motivation of even the most dedicated learner. The inclusion of a "story line" throughout the books that appears in chapter form enables learners to move from reading words chosen to reflect the complexity of their lives to reading sentences, paragraphs, and stories written to engage and challenge them. Learners responded, indicating that they were motivated to come to class because they wanted to know more about what was happening with the family in the story.

Attendance in these programs remained high. Whether this was a feature of the ownership of the program by the community, the nature of the methods and materials, solely the determination of the participants to learn to read and write, or, most likely, some combination of all these factors, is unknown. A small number of participants left, not because of lack of interest, but because of economic need. In response to the agricultural cycle, the course was held between January and June (June is the end of the dry season). A family's food can literally run out, and males particularly must often engage in some form of economic activity to earn cash for purchasing food. Given that some males must leave class because of economic necessity, the drop out rate has been low.

Greater Understanding of the Role and Importance of the APE

Specific comments, taken from lengthy interviews held with twelve learners in 2002, and group interviews held with learners in four communities in 2003, as well as reports from the NGO field workers, provide evidence of the impact of the classes. Many literacy class participants admit that since participating in class, they better understand the role --- and importance --- of the APE in their community. The learners' understanding comes from two sources. The first is the basic literacy curriculum itself: in addition to a lesson on the role of the APE, it includes a number of lessons on educational issues. APE Board members are the second source of information. Some APE Board members are literacy class participants, and the APE Secretary is often one of the teachers of the class. The Board members involved in the class, whether as teacher or as student, explain the role of the APE to their peers. Board members also report using new skills to take notes and to read minutes, to record and to read about who is responsible for what ("We used to forget," admitted one board member), to record finances, to track inventory, and to monitor attendance at school.

Stronger belief in the value of education

Many literacy class participants explained that belief in the value of education for children was initiated or deepened after discussions held in literacy classes. Many parents now help their children with homework or plan to send all of their children, especially girls, to school in the future. "Rather than send my boy out to watch the sheep," explained one man, "I now send him to school." In one instance, a young man provided literacy instruction to his younger siblings since they had not attended school but were too young to participate in the program.

Increased knowledge about and action for improving health

At the same time, the program has had broader impact, which can only serve communities well. Health issues are addressed as a result of the literacy program. Participants pay greater attention to the level of cleanliness of their homes, as well as to their own and their children's personal hygiene. Mothers often attribute ensuring that their children complete a full course of vaccinations to what they learned in literacy class: they also now safely guard their children's vaccination cards.

The literacy class has an impact on knowledge about HIV/AIDS as well. Although learners had learned about AIDS through health education efforts, including films and information sessions. "When we read for ourselves in our own books it made more of an impression," one learner stated. Men and women note increased use of condoms as a result of reading about and discussing AIDS in their classes.

One woman noted that she pays closer attention to her children's state of health and will not hesitate to bring them to a health clinic as a result of learning about health issues in literacy classes. She also started using contraceptives after learning about the importance of birth spacing in class. One young man reported wanting to become a health care worker after learning about the importance of immunizations, birth spacing, and AIDS in class.

Sense of community among learners

Many literacy class participants noted a renewed sense of community. The sheer event of coming together in the class has prompted them to take civic action. Planting of communal fields, for example, is an example of an action taken by members of one class.

Increased financial skills

Literacy acquisition has enabled learners to participate more fully in the financial life of their families, helping to maintain records of income and expenses. One woman reported that, as a result of becoming literate, she was able to enroll in an income-generation workshop that required literacy, and now has her own business. In several instances, participants who had their own businesses are now able to maintain their own financial records and avoid losing money, such as when giving change.

Increased confidence and mobility

The program has also had a strong impact on individuals. For many, becoming literate increased confidence in daily life and in situations such as traveling. Several learners noted that they were

less likely to get lost in other towns now that they were literate. One woman noted that she is now able to label her belongings when traveling, resulting in less loss.

Several participants had had previous experience with literacy programs. They indicated a preference for the Sanmogoya program methods, in particular the use of illustrations to facilitate discussion to understand concepts.

HIV/AIDS INITIATIVE

INTRODUCTION

In 1997, World Education began a project of action research which consisted of applying the methodology of institutional and technical strengthening of the community organizations to spark off and systematize a community response to problems related to the health of the community. In our programs, the experience acquired with the APEs and the ASACOs demonstrated that a community response, stimulated, organized, and well managed, enables the community to effectively take on local development problems. In 2001, with the desire to capitalize on this experience, we joined in the fight against HIV/AIDS and STDs. Working through local NGOs, World Education's pilot activity built upon work, relationships, and results in strengthening community institutions—specifically the parents' associations (APEs) of primary schools. Partner NGOs and these parents' associations and federations of associations served as the vehicle for dissemination of AIDS awareness information. Using these structures helped increase their institutional capacity and knowledge of a grave health concern. This activity was jointly funded by USAID and World Education.

The 12-month pilot project began as an action research project. The goal was to test a methodology which encouraged the community organizations to lead the education in their communities for the fight against HIV/AIDS and STDs.

The objectives were:

- Assist leaders of community organizations to acquire knowledge about HIV/AIDS and STDs
- Improve the practices of prevention of HIV/AIDS and STDS in the communities

STRATEGIES/APPROACHES

The strategy consisted of promoting the active participation of the community organizations in the management of problems related to HIV/AIDS. This strategy used the "APE Approach". The APE Approach consists of training the APEs and Federations of APEs in "HIV/AIDS and Development" which provides a better understanding of the epidemic, identifies the necessary activities, develops an action plan, and implements this plan of action.

The APE played a facilitator/animator role in the fight against HIV/AIDS in the community. At the same time, the members of the APEs were personally involved as each one developed his/her individual and family action plan.

METHODOLOGY AND PARTICULAR CHARACTERISTICS OF THE PROGRAM

Some aspects which provide uniqueness to the WE Program in Mali:

- Involvement of all the personnel at the World Education Mali headquarters in the training on knowledge, attitudes, and behaviors related to HIV/AIDS.
- Use of APEs as an entry point. The members of the APE boards took on the role of educators of other community organizations.
- Use of the training module “HIV/AIDS and Development” adapted for Mali for the training. This extremely impact training was designed by Africa Consultants International (ACI) in Dakar, Senegal. One of the principal designers led a team who provided training in the use of this module to WE staff and NGO agents.
- Completion of a research study on the knowledge, attitudes, and practices (KAP) at the beginning of the Program and one at the end of the training during the pilot phase.
- Organization of a workshop to validate the results which enabled:
 - An analysis of the approach and an evaluation of its effectiveness
 - Strengthen certain aspects not covered in the training program
 - Follow-on training of the field people
- Initiation of a mode of flexible, quick support to the innovative projects submitted by the NGO partners for diversifying the methods, to involve more people, and to create a synergy among different interveners.
- Use of specific theatrical pieces to analyze the consequences of an HIV/AIDS pandemic. This technique was very useful in the school context.
- Support to the APEs’ plans of action. Lacking financial resources, the APEs were confined to some simple activities such as discussions or word of mouth. The support permitted them to diversify their actions.

“There was a circumcision here. The children were brought together at the same place called “gee” in Bambara. There were six children. The person doing the circumcision was from Wola. He did not want to change the knife because that was not his custom. With the influence of the APE, he was convinced to wash the knife after each operation with water and bleach purchased by the parents. For us, if the village does not demand this of the individual doing the circumcision, he will not do it. Last year, there was the circumcision of a large number of children but using the traditional method. That will no longer continue in our village.”

Discussion with a member of the APE of the village of Togo in the commune of Massigui, 2003

- Publication of a quarterly information bulletin called “Karite” to support the exchange of information.

IMPLEMENTATION OF THE PROGRAM

To implement the program, World Education called for proposals from our partner NGOs. With the application of a set of criteria, we selected the NGOs CRADE and CAEB to be our primary partners in this project. CRADE had proposed a set of activities working through the APEs in the Massigui Commune. CAEB proposed working in the Massantola Commune.

In the second year of the program, we continued to support CRADE and CAEB as they expanded upon the work they had done in the first year. In addition, we provided limited support to 13 other partner NGOs who came forth with innovative plans. Most of the ideas were in one way or another activities of information, education, and communication—using a variety of techniques.

In all, over the life of the project, 1,780 individuals—mostly APE members—received the formal “HIV/AIDS and Development” training. In addition, nearly 54,000 others participated in at least one session in which they received information about HIV/AIDS and STDs.

CONCLUSION

One of the main challenges was finding the most effective timing and ways of involving the formal education actors—that is, the directors of the schools, the teachers, and the education authorities. In the cases where they did not participate or feel a part of the activities, their commitment to reinforcing the messages that were coming from the APEs was less.

Nevertheless, the APE strategy generally succeeded in involving all the other community organizations in the villages where it was tried: village associations, women’s associations, traditional healers, youth groups, and religious associations.

The Project convinced the beneficiaries (APE members, teachers, students) of the existence of HIV/AIDS and the necessity to change behavior.

The APE trainers are proud of their new responsibilities as warriors in the fight against HIV/AIDS.

The national partner NGOs have additional capacities for the attention of other financial and technical partners and with the communities with which they are working.

HEALTH

With the beginning of the implementation of the Cooperative Agreement in 1997 World Education launched an action research program focused on the ASACOs and Village Health Committees in limited zones of intervention. The aim of the program was to improve communities' abilities to access and manage better health care services—with the ultimate goal of improving the health of the communities.

Somewhat different from the work of other aspects of our Cooperative Agreement, this program was intentionally set up as a research effort to test a hypothesis: that an ASACO whose members came from village-based, democratically elected committees and whose organizational and management capabilities are strengthened can continually improve the health of the population in the health zone. The implementation of this component was carried out as planned and, according to schedule, the component was completed September 2000.

IMPLEMENTATION

In collaboration with the Ministry of Health, six health zones were chosen to be the **intervention zones** and three zones were chosen to be the **control zones**. All the zones were in the Dioïla and Koulikoro. The component targeted the six ASACOs in those zones plus the 64 Village Health Committees (VHCs) from whom the members of the ASACOs came.

CRADE and AMAPROS, two national NGOs, were chosen to be the implementing partners. They identified Coordinators of their program and 12 animators to work in the designated health zones.

World Education with the assistance of the Médecins Chefs and the Médecins Chefs Adjoints provided initial training to these NGO agents. The training consisted of:

- principles and practices of governance of ASACOs and Village Health Committees (VHC),
- practices of sound management,
- the organization of basic health systems,
- health problems in the village: approach and actors
- roles and responsibilities of different actors
- reproductive health and child survival
- information, education, and communication on health issues

The NGO agents then, over the course of approximately two years, provided training and technical assistance to over a thousand members of the ASACOs and VHCs.

RESULTS AND IMPACT

In 2000, a final study was completed to identify results and impact of these interventions on the ASACOs and VHCs in the intervention zones as well as the control zones. The results are presented in the following tables:

	Control Zones	Intervention Zones
% of women naming the six illnesses of the vaccination program	0.7%	3.45%
% of women who know the vaccination schedule	10.2%	14.8%
% of women citing at least one method of preventing diarrhea in children	75.5%	79.7%
% of children receiving oral rehydration therapy during episodes of diarrhea	43.3%	55.3%
% of children, 12-23 months, completing vaccination coverage	39.4%	40.6%

Objectives Established before the Baseline Study (Cooperative Agreement)	Objectives Established after the Baseline Study	Baseline Data	June 2000 (Results Achieved)	% of Objectives achieved ⁵
Increase in the rate complete vaccinations from 32% to 50%.	Increase the rate of children 12 to 23 months completely vaccinated from 25.5% to 50%	25.5%	40.6%	81.3%
	Increase the rate of children 12 to 23 months completely vaccinated before their first birthday from 12.2% to 30 %	12.2%	33.4%	111%
⁵ The percentage is calculated based on the objectives established after the baseline study.				

Objectives Established before the Baseline Study (Cooperative Agreement)	Objectives Established after the Baseline Study	Baseline Data	June 2000 (Results Achieved)	% of Objectives achieved ⁵
	Increase the rate of women receiving 2 or more doses of TT during pregnancy from 25.4% to 50%	25.4%	45.6%	91.1%
Increase from 31.9% to 41% the number of children receiving liquids during episodes of diarrhea	Increase from 37.7% to 41% the children receiving oral rehydration therapy during episodes of diarrhea	37.7%	55.3%	135%
	Increase the percentage of children receiving more liquid than usual during episodes of diarrhea	-	82.5%	201%
Increase from 21.5% to 60% the percentage of women knowing how to access health services	Increase to more than 78% the percentage of women who know how to access health services.	78%	99.7%	166%
No interruption, during the last six months, of the following supplies: AAS, Cotrimoxazol, Chloroquine, contraceptives	-		3 CSCOM out of 4 ⁶ have had no interruption. 1 CSCOM had an interruption of Kénéyadji	75%
4 ASACOs are self-governing democratically	-		4 ASACOs are self-governing democratically	100%
4 ASACOs practice sound management	-		4 ASACOs practice sound management	100%

⁶ The indicators relative to the CSCOMs and the ASACOs were calculated on the base of 4 rather than the 6 first considered. In fact, the process of mobilizing the untouched health zones in the program had not reached the stage of constructing and equipping the CSCOMs. At one of the zones (Bolé), the ASACO was constituted but they have been unable to mobilize the financing. At the second zone (Maban), the people have not been able to come to agreement on the site for the CSCOM.

Objectives Established before the Baseline Study (Cooperative Agreement)	Objectives Established after the Baseline Study	Baseline Data	June 2000 (Results Achieved)	% of Objectives achieved ⁵
2 ASACOs have women in positions of responsibility	-		4 ASACOs have women in positions of responsibility	100%
2 ASACOs undertake civic action	-		-	-
2 ASACOs undertake effective civic action	-		-	-
2 ASACOs mobilize resources from sources other than USAID and their own members	2 ASACOs mobilize resources from sources other than USAID and from activities of the CSCOMs		1 ASACO mobilized resources	50%
3 ASACOs know their rights vis-à-vis local power	-		4 ASACOs know their rights vis-à-vis local power	100%

LESSONS LEARNED

The results of this study were presented to workshops in Dioïla and Koulikoro in August 2000. The 116 participants were members of the ASACOS, mayors and their health advisors, Médecin Chefs and their Adjoints, agents of CRADE and AMAPROS, members of the media, and a member of the National Assembly.

The following recommendations were put forth in these two workshops:

- rewrite the bylaws of the ASACOs to establish the VHCs as the base of the authority of for the ASACOs
- extend the model of using VHCs as the organization concerned with first-level, community-based health care.
- develop a willingness and ability of the ASACOs and the communal advisors to work together synergistically to develop plans and financing strategies for the promotion of health in the communes.

In addition, a synthesis workshop was held September 2000 in Bamako. This was attended by 10 people made up of World Education staff and staff of our partner NGOs in the Program, CRADE and AMAPROS.

It was concluded that among the strengths of the Program had been the following:

- The management of the ASACOs became more effective as evidenced by their attention to documentation, development of action plans, implementation of action plans, and the mobilizing of external and internal resources.
- The program developed stronger, community-based involvement in health as evidenced by the establishment of VHCs by the ASACOs, the training in community mobilization by the VHCs, and the election of VHC members by the community but with the involvement of the local leaders.
- The improvement in the targeted health indicators.
- The improvement in the quality of the partnership between the ASACOs and the Ministry of Health.
- The acceptance of the Program's approach by others concerned with health service delivery, nb the mayors, members of Parliament, government health officials, and ASACOs unable to participate in the program.
- Community acceptance of the Program.

CONCLUSION

Though comparatively short in its implementation, this component focused on the ASACOs and VHCs demonstrated that with training and technical assistance these community institutions can become better managed, more democratically governed, and effective in delivering primary health services to their communities.

We assert that the World Education approach to supporting community health institutions provides a useful, successful model upon which the development of future support to the health sector can be based.

USAID STRATEGIC OBJECTIVE: SUSTAINABLE ECONOMIC GROWTH

JIGIYASO BA: A NETWORK OF WOMEN'S CREDIT UNIONS

One of the sectors community institutions that World Education proposed to strengthen was women's credit unions. This activity built upon the success of WE's Women's Economic Development Program which was implemented prior to 1997. From this prior activity, 17 women's credit unions were identified to receive further support to strengthen their individual credit unions as well as to form a federation of their credit unions which would be able to provide them support on a long-lasting basis without further interventions from World Education.

This activity was to be completed by September 1999. However, our assessment led us to propose an extension of the support activities to credit unions, which took the name Jigiyaso, and their federation, which took the name Jigiyaso Ba, to September 2000. We proposed the extension in our Continuation Application for 1999-2000 which was subsequently approved by USAID.

INTERVENTIONS

Working with five partner NGOs, the interventions with Jigiyaso and, eventually, Jigiyaso Ba were of the same nature as with other components of the Cooperative Agreement. They included the following:

Democratic Governance: Training was provided to the women's credit unions on basic aspects of democratic governance. This training includes the development of proper governance structures (e.g. boards) and governance practices (e.g. general assemblies, reports to members, elections). This support led to the formal creation of the federation of these credit unions, its receiving formal recognition from the Government of Mali, and the establishment of governance structures and practices of the federation (Jigiyaso Ba).

Sound Management: Training was provided to the seventeen credit unions and, eventually, to the federation on sound management practices. This training included long-term planning, budgeting, and administration of financial and human resources. This also included the creation of additional "virtual branches" based on a successful model of one of the credit unions thus enabling expansion of their outreach.

Technical Capacities: Training was provided on the range of technical capacities that are required for a viable credit union. Among these were development and promotion of appropriate financial products for the targeted beneficiaries, improvement of accounting and internal control practices, preparation of financial reports, development of computerized information systems, and development within the federation of a "central liquidity facility" which provides loan capital to member unions.

As a result of this support and training, Jigiyaso achieved impressive results as summarized in the following table:

Statistical Evolution of the JIGIYASO Credit Union Network									
No	Indicator	Baseline 31/12/96	Actuals 12/31/97	Actuals 31/12/98	Actuals 12/31/99	Targets 09/30/00	Actuals 09/30.00	Average Annual Growth Rate (1996-2000)	Total Growth between 1996 and 2000
	Exchange Rate	500	500	500	600	700	700	ND	ND
1	Number of Credit Unions:	8	17	17	17	17	17	28%	113%
2	Number of Voting Members (Women)	849	2,423	3,329	4,177	5,112	5,286	68%	523%
3	Total Number of Members (Women, Men, Groups)	916	2,681	3,779	4,672	5,755	6,226	73%	580%
4	% Women	93%	90%	88%	89%	89%	85%	-2%	-8%
5	Total Assets								
	• In Francs CFA	22,028,848	85,917,366	137,416,577	143,628,043	NA**	204,112,073	99%	827%
	• In Dollars U.S.*	\$44,058	\$171,835	\$274,833	\$239,380	NA**	\$291,589	90%	562%
6	Total member savings								
	• In Francs CFA	11,253,235	39,742,675	60,578,785	66,973,071	NA**	90,305,122	88%	702%
	• In Dollars U.S.*	\$22,506	\$79,485	\$121,158	\$111,622	NA**	\$129,007	78%	473%
7	Total Loans Outstanding (Amount)								
	• In Francs CFA	8,650,515	38,894,240	71,805,510	91,534,168	NA**	120,738,968	124%	1296%
	• In Dollars U.S.*	\$18,556	\$86,981	\$154,280	\$152,557	NA**	\$172,484	112%	830%
8	Total Number of Loans Outstanding	752	792	1138	1250	NA**	1106	12%	47%
9	Average Loan Size (Amount Outstanding/No. Loans Outstanding)*	\$25	\$99	\$136	122	NA**	156	93%	524%
10	Repayment Rate	89%	89%	97.93%	97.74%	NA**	99.95%	4%	11%
11	Delinquency Rate (3 Months or More)	32%	3.99%	4.83%	31.68%	NA**	6.76%	6%	-25%
12	Return on Operations	9%	18%	22%	24%	NA**	26%	4%	17%

* The apparent slow dollar growth is due to exchange rates; in CFAF, total savings actually rose at a 43% annual rate during the first three months of 2000, and loans outstanding grew at an 83% annual rate.

** No targets for these were set in the continuation agreement.

As part of our technical assistance, World Education developed a state-of-the-art monitoring system known by the acronym "CONARDS". This system generates financial ratios related to performance and compares them to an accepted standard. The following table summarizes the financial performance indicators as result of applying the CONARDS system.

CONARDS Performance Indicators

		Key Ratios	Standard	31/12/97	31/12/98	31/12/99	30/09/00
C CAPITAL ADEQUACY							
1.	Net Worth (Capital) / Assets	©	20,0%	28,99%	37,71%	40,91%	29,82%
2.	Allowance & Reserves for Bad Debts/Delinquent Loans		100,0%	8,23%	21,45%	23,97%	18,90%
3.	Solvency Quotient		100%	153,17%	165,06%	148,25%	141,49%
4.	Liabilities / Net Worth Ratio (Times)		10 Times	2,1	1,5	1,4	2,2
O ORGANIZATION							
5.	Absolute Value of Suspense Accounts/Total Assets		0,0%	1,89%	2,86%	2,10%	3,26%
N NEW MEMBERS & FUNDS (Annual Growth Rates, Penetration & Patronage)							
6.	Number of Members	©	5,0%	NA	40,95%	23,63%	44,31%
7.	Member Deposits		Infln +5%	NA	52,43%	3,75%	58,18%
8.	Loans Outstanding		Infln +5%	NA	81,76%	3,38%	70,24%
9.	Assets	©	Infln +5%	NA	59,94%	4,52%	56,10%
10.	Operating Expenses		Infln +5%	NA	56,23%	47,71%	-44,13%
A ASSET QUALITY							
11.	% of Loans > 3 Months Delinquent	©	5,0%	3,08%	2,27%	13,75%	6,76%
12.	% of Loans Delinquent more than 12 Months		1,0%	0,60%	0,36%	3,69%	1,28%
13.	Productive Assets / Total Assets		>=85%	46,62%	68,63%	64,70%	69,80%
R RATES OF RETURN (Profitability)							
SPREAD (MARGIN) ANALYSIS (% of Assets)							
14.	Gross Rate of Return on Assets		Variable	11,35%	14,53%	14,66%	15,23%
15.	Cost of Capital		Variable	0,26%	0,10%	3,09%	3,79%
16.	Net Operating Margin	©	10,0%	11,09%	14,44%	11,57%	11,45%
17.	Operating Expenses		7,0%	11,64%	14,00%	16,43%	7,42%
18.	Net Income Before Grants	©	3,0%	-0,55%	0,44%	-4,86%	4,03%
OTHER PROFITABILITY RATIOS							
19.	Gross Rate of Return on Loans		Variable	19,87%	24,16%	21,30%	18,24%
20.	Operating Expenses / Non-Grant Income Ratio		30,0%	94,51%	92,69%	111,90%	38,05%
D DISPOSABLE FUNDS (LIQUIDITY)							
21.	Coeffic. de Liquidité (Caisse, CC & Banq./Actifs)	©	18,0%	28,79%	31,37%	28,15%	32,79%
22.	CLF Deposits / Member Deposits		20,0%	5,66%	40,59%	34,07%	38,94%
S (FINANCIAL) STRUCTURE							
23.	Net Fixed & Intangible Assets		5,0%	21,47%	11,03%	8,69%	6,24%
24.	Productive Assets / Liabilities Bearing Interest	©	100,0%	72,93%	116,75%	103,87%	99,13%
25.	Notes Payable / Total Assets		0,0%	10,60%	8,80%	11,70%	21,32%
26.	Member Deposits / Total Assets		80,0%	46,26%	44,08%	43,76%	44,24%
27.	Loans Outstanding / Loanable Funds		75,0%	69,06%	65,66%	72,34%	66,36%
OVERALL CONARDS SCORE (Points)				25,0	39,0	14,0	49,0

NOTE: © = Key Ratio

All JIGIYASO Women's Credit Unions as of 30/09/00

IMPACT

The support to Jigiyaso Ba under this Cooperative Agreement ended in September 2000. Since that time we have not requested regular reporting on the indicators that had been tracked before. Nevertheless, from occasional contact with the personnel of Jigiyaso Ba—especially the Director—we can note the following impacts:

1. Continued existence and growth of 16 out of 17 of the original women's credit unions—which is a feat in and of itself in the precarious world of microfinance.
2. Continued existence and growth of the federation, Jigiyaso Ba, testifying to its relevance to and perceived value by its members. Operational self-sufficiency increased by 17% in four years, demonstrating consistent growth in the overall loan portfolio and efficient operational strategy at the credit union level. Equally exciting is the 25% reduction in loan delinquency and the astounding 830% increase in total value in US dollars of loans outstanding.
3. Continued commitment to the poor and especially to women. As they expand operations, many MFIs shift to individual lending intended for salaried men and women. Rather than follow the norm, Jigiyaso Ba is committed to working with principally poor women, which entails the group lending methodology, smaller loans, and greater risk for the credit unions. Yet in 2000 85% of credit union members were women and the average loan size was \$156, reflecting Jigiyaso Ba's dedication to its mission.
4. Ability to attract financial support from the Irish League of Credit Unions' International Development Foundation.
5. Invitation from the Small Enterprise Education and Promotion (SEEP) Network to be part of the Business Development Services (BDS) Practitioner Learning Program (PLP) through World Education.
6. The Director of Jigiyaso Ba has been invited to a number of international conferences in, for example, Zimbabwe, Cote d'Ivoire, and South Africa.
7. The Director of Jigiyaso Ba is a member of the governing body of Association Professionnelle des Institutions de Microfinance (APIM), thus enabling him to play an important role in the overall development of the sector.

USAID STRATEGIC OBJECTIVE: DEMOCRATIC GOVERNANCE

CIVIC GROUP PROGRAM

INTRODUCTION

The Civic Group Program, implemented by the NGO AADeC, strengthened the capacities of target civil society organizations to enable them to undertake better local governance sound management practices.

From October 1997 to September 1999, the Program worked with seven community organizations (three in Bamako, one in Niono, one in Kati, one in Bougouni, and one in San).

Following institutional diagnostics and the recommendations of an orientation workshop to increase the involvement of the COs in communal development, the number of targeted COs was expanded from 7 to 80 for a larger representation in civil society.

PROGRAM GOAL

The goal of the program was to develop the technical and organizational competencies of organizations of the civil society so they can represent the interests of their members while developing partnerships with the government, the communal council, and other actors in development.

OBJECTIVES

The Program was based on four large objectives:

- To strengthen the practice of grassroots democracy by training a representative number of community organizations in democratic governance
- To engage in a process of local, sustainable development by installing a sense of community responsibility to make local decisions
- To develop effective partnerships among the COs and local authorities
- To implement a system of self-evaluation of performance of the COs to guide them as they improved their governance and management

The Program was designed for a period of five years from 1997 to 2002.

The zones of intervention of the Program

- The District of Bamako—especially in Communes II, IV, and VI.
- The cercle of Kati (the urban commune of Kati and the rural commune of Dombila).

In these communes, there were 80 community organizations targeted made up of: 33 civic groups, 15 women's organizations, 3 youth organizations, 11 APEs, 15 ASACOs, and 1 cooperative.

STRATEGY OR APPROACH OF THE PROGRAM

The methodological approach of the program revolved around:

Situational analysis

The situational analysis or baseline study provided information on the situation prior to the interventions. It dealt with community dynamics as well as the extent of the implementation of decentralization.

The baseline study was done by the NGO AADeC under the supervision of World Education in collaboration with the members of the community organization partners of the Program and one or two representatives of the commune.

The tools used in the analysis were:

- With the community organizations: The techniques of participatory diagnosis such as Venn diagrams, history profile, and a questionnaire to measure the organizational dynamics and the indicators of governance.
- At the commune level: Questionnaires on the management of the commune according to laws supporting decentralization (such as the existence of a communal development program, a budget, etc.) and guide to maintaining the communes.

Needs identification workshops by neighborhood

These workshops brought together all the community organizations and other development actors from the different neighborhoods of the communes targeted by the Program.

During the workshops, the participants identified and analyzed the problems impeding the development of their localities and identified strengthening activities which were translated into action plans for the neighborhoods.

These workshops enabled the Project team to better know the degree of functionality of the different community organizations existing in the targeted communes and to select those with which to work given the resources of the Program.

Training of the community organizations and the communal counselors

After the identification and the selection of the community organizations, a process for the identification of training needs was introduced to each community organization. Training sessions were organized for the board members of the COs on the following themes:

- Administrative and financial management of community organizations (organizing and conducting a meeting or a general assembly, taking official minutes, developing an action plan with a budget, writing financial and activity reports.)
- Decentralization: the actors in the commune, the goals and expectations of decentralization, the institutions of the Republic
- Democratic governance: self-governance, sound management, effective commune, enabling environment, civic action, mobilization of resources.
- Rights and responsibilities of the community organizations in decentralization
- Skills in the design and development of a project
- Techniques in the mobilization of resources
- Leadership and the management of conflicts

The monitoring of the application of this training was done by the periodic introduction of data collection forms. After each round of data collection, a sharing of the results was provided to the members of the organizations. Some immediate support was provided to implement the plans for strengthening developed during the data collection.

Development of communal development plans

In each commune, the Project team supported the elected officials in the development of sectoral development plans (health and education sectors in Communes IV, VI, and Kati, health, housing, and transport in Commune II, all the planning in Dombila.)

Mobilization of resources

The team also:

- Conducted workshops on resource mobilization
- Completed a census of taxable goods and services in the partner communes. A computerized database of taxable goods and services is now available in each mayor's office.

EXIT STRATEGY OF THE PROGRAM

To make the Program's results long-standing, the Project team strengthened the capacities of resource persons identified within the community to eventually take over from the NGO.

To succeed in this approach, diverse activities were undertaken:

- Development and sharing of the exit strategy which included:
 - *Criteria for selecting resource persons:* availability, attentiveness at the training sessions, level of learning, personal involvement/motivation to serve the community voluntarily.
 - *Transfer of responsibilities to the resource persons in:*
 - Animation techniques
 - Leadership and management of conflicts
 - Financial and administrative management
 - Civic action and advocacy
 - Basic data collection on democratic governance with the tool, *Evaluation Rapide Organisationnelle*, (ERO)
- Exchange meetings among resource persons and elected officials
- Technical advice and assistance to the resource persons by the Project team

IMPACT OF THE PROGRAM

The community organization partners of the Program are today the real motivators of development activities in their communes. They have received management tools enabling them to respond effectively to the different requests of their members. In fact, the community organizations now participate with communal authorities (elected officials and civil service) to take decisions, and in the formulation and the implementation of development policies. On the other hand, the community organizations are the real defenders of the rights of the local people vis-à-vis the communal authorities.

The exit strategy initiated with the community has proven to be effective as is testified to by the fact that organizations who were not partners in the Program constantly approach the resource persons for support (development of constitution and internal bylaws, seeking legal recognition, development of an action plan, production of activities report, taking official minutes, conducting training). These resource persons now make up a pool of trainers who can respond at any moment to the adult training needs in their respective communes.

The transfer of competences in animation techniques, in leadership and management of conflicts to the representatives of the community considerably strengthened their confidence between the Project team and the target groups.

LESSONS LEARNED

It is very important to signal that at each step in the Program, there were lessons learned. For this final report, it is interesting to identify the lessons learned throughout the five years of the Program.

- Communication is a very important factor in a partnership. It is very important to strengthen the capacity of the community organization to develop a method of close, appropriate communication to meet their information needs. When the channel of communication is well established, different actors work together in synergy without constraint.
- At the level of civic actions, the community organizations trained on their rights and responsibilities vis-à-vis decentralization invest themselves considerably in the meeting the needs of the people--for instance, access to potable water, sanitation, making the neighborhoods more livable.
- Working directly with community organizations supports their developing competencies to meet the needs of their members.

- Working with the commune enables and greater involvement of all the actors in development and gives responsibility to each actor in relation to its role and responsibility in the management of local affairs. It develops synergy among the civil service, the communal authorities, the community organizations, the private organizations like the small income-generating groups for effective service in the communities.

DEMOCRATIC GOVERNANCE OF APES AND FEDERATIONS OF APES

Through the life of the Cooperative Agreement, considerable effort was put into strengthening the practices of good governance and sound management of the APes and the Federations of APes. The Program developed a participatory approach in which governance and management weaknesses were identified. Then action plans were developed and implemented to enable the APes and the FAPes to address their weaknesses.

In terms of governance, all the APes and the FAPes have begun the practices of good governance and can be easily distinguished from other community organizations in their areas and from the APes who have not been trained nor supported in these practices

DEMOCRATIC GOVERNANCE INDICATORS

The following tables provide the quantitative results as determined by the data collection completed in May 2003. In general, it can be said that the movement towards good governance and sound management is not a linear progression. On the other hand, it can be said that throughout the life of the Program, the trends have been favorable. We believe that the investments made by the Democratic Governance Team have begun pay off and will continue to pay off as these community organizations gain in confidence and capacity through the self-support systems established by the Program.

TABLE 1.a: 217 Community Organizations (137 APes plus 80 civic groups in Communes II, IV, VI, Kati, and Dombila)

	Phase I		Phase II		2001		2002		2003	
	Plan	Actual	Plan	Actual	Plan	Actual	Plan	Actual	Plan	Actual
Number of COs targeted	150	150	150	150	217	217	217	217	217	217
COs which have good partnership with local Government in delivering services	39	149	60	149	189	155	202	181	217	199
COs expanding their development services and activities	20	56	45	62	159	49	202	81	217	66
COs which have affected two or	9	5	15	20	140	61	155	70	200	40

	Phase I		Phase II		2001		2002		2003	
	Plan	Actual	Plan	Actual	Plan	Actual	Plan	Actual	Plan	Actual
more development decisions										
COs that are governed democratically	60	115	60	141	210	127	217	119	217	151
COs that have sound management practices	39	58	68	77	169	95	200	115	217	114
Mixed gender COs with women in leadership positions	23	129	45	130	200	81	210	48	217	53
COs pursuing effective civic action	60	56	75	98	144	35	164	44	200	38
COs pursuing civic action	39	62	60	85	134	73	154	73	195	62
COs mobilizing non AID/members resources	39	67	60	85	184	187	199	197	217	173
COs report they made organizational changes and/or used one or more skills in which trained	120	137	120	121	200	109	210	104	217	169
COs knowledgeable of their rights vis-à-vis government	68	142	98	145	200	119	210	131	217	158
COs report that NGO and federations effectively represent their interests	53	140	75	113	215	156	220	180	180	193

TABLE 1.b: 58 Community Organizations (14 NGOs plus 44 federations)

	Phase I		Phase II		2001		2002		2003	
	Plan	Actual	Plan	Actual	Plan	Actual	Plan	Actual	Plan	Actual
3.1.1 Target Intermediary NGOs and Federations govern themselves democratically.										
Target Intermediary NGOs and Federations govern themselves democratically	15	26	25	26	31	44	46	56	50	58
Target NGO and Federations have sound management practices	10	26	12	26	26	22	36	34	45	32
3.1.2 Target intermediary NGOs and federations effectively aggregate and represent community organization interests at the local level and beyond.²¹										
No. of target intermediary NGOs and federations for which 2 or more CO partners report that they are effectively represented	6	15	10	27	16	15	26	26	30	44
No. of Federations of at least 5 COs formed to address specific concerns related to government decisions	2	0	4	4	11	40	21	40	25	51
Target Intermediary NGOs and Federations effectively represent COs' interest			21	24	26	30	31	32	35	44

	Phase I		Phase II		2001		2002		2003	
	Plan	Actual	Plan	Actual	Plan	Actual	Plan	Actual	Plan	Actual
No. of target federations whose membership is stable or increasing	4	32	15	38	26	44	31	55	35	55
3.1.2.2 The civic action skills of target NGOs and federations are strengthened.										
No. of target Intermediary NGOs and Federations engaged in sustained action on issues of mutual concern	2	0	4	4	26	22	31	55	33	45
Intermediary NGOs and Federations with staff trained in civic action	14	21	14	25	26	40	36	55	40	55
Intermediary NGOs and Federations use civic action techniques (non-cumulative)	2	0	4	10	16	15	26	22	30	25

NGO STRENGTHENING

Since it first set foot on Malian soil, World Education has worked in partnership with Malian NGOs. A number of strong relationships had been established with NGOs prior to 1997. It was based on these relationships and on the recognition that the NGOs themselves lacked certain capacities that would be needed to establish themselves as important development actors over the long term that World Education made a commitment to the strengthening of the Malian NGO sector.

Therefore, when making the proposal for the Program in 1997, World Education detailed a two-pronged approach:

- NGO partners would be the close implementing partners of the Program carrying out the activities in the field and at the same time monitoring and providing perspectives on the opportunities and constraints of the Program
- World Education would provide training and technical assistance to the NGO partners not only to enable them to satisfactorily undertake the technical tasks for which they were engaged but also to strengthen them as institutions thus contributing to their long-term effectiveness and sustainability.

NGOs as Implementing Partners

As implementing partners, NGOs undertook the following roles in all components of the Cooperative Agreement:

- Contributing to planning

- Conducting studies (feasibilities), gathering information
- Providing training
- Providing technical assistance to community organizations at first, and, later, to federations and communal officials
- Coordination of and participating in information sharing opportunities
- Liaison with local officials, traditional leaders, elected officials
- Sources of new ideas, perspectives, ways of doing things
- Monitoring
- Data collection
- Primary contact with communities
- Problem-solvers

To enable them to fulfill these implementing roles, World Education:

- Provided training.

We provided both specific technical training and training aimed at the overall development of their institutions. The technical training provided included the following:

- Training of Trainers
- Training in the animation and mobilization of community organizations
- Advocacy
- Financial Management
- Information, education, and communication about HIV/AIDS
- Management and delivery of village-based literacy programs
- Data collection and the use of the ERO and EES tools
- Conducting Participatory Community Diagnoses for the Quality/Equity pilot project

The institution building training included the following:

- Strategic planning
 - Multi-year budget development
 - Alternative avenues for generating financial resources
 - Management of human resources
- Provided technical assistance

In addition to the formal training, World Education provided one-on-one technical assistance to the NGO partners. This included working with them to develop implementation plans, to implement planned activities, and to provide periodic reports.

In 1999-2000, World Education commissioned financial audits of its partner NGOs. Whereas on the one hand, this was to ensure that program funds were being managed properly, we also used it as an opportunity to provide technical assistance and to improve the NGOs' accounting and financial management systems. These audits were done midway through the implementation of the Cooperative Agreement so that there was financial activity to audit as well as the opportunity to incorporate recommended changes in the rest of the Program.

- Monitored the implementation of their programs

World Education staff visited the field on a regular basis to monitor the work of the NGO partners, to discuss with them problems or challenges of implementation, and to work with them to find solutions.

- Provide equipment

Using program funds, World Education provided equipment—mostly motorcycles—for use by the NGOs to undertake their program responsibilities.

- Developed manuals, guides, and tools

Working in collaboration with the NGOs, World Education developed manuals, guides, and tools that were used by the NGOs to implement the programs.

Institution Capacity Building of NGO Partners

To do this, World Education:

- Provided training and technical assistance in strategic planning, long-term planning, budgeting

Beginning in 1999, World Education began a process of providing technical assistance to the partner NGOs in the development of strategic plans and doing long-term planning and budgeting. The program was implemented by WE staff plus outside consultants. Each NGO received individual technical assistance as it developed its plans and budgets.

- Alternative sources of revenue mobilization

In a survey of institution-building needs of the NGO partners, the generation of revenue from diverse sources was identified as a high priority. Therefore, in collaboration with

Save the Children/US, two two-day workshops were provided to over 60 NGO leaders dealing with this subject.

- Human resource management

In the survey cited above, the management of human resources—specifically having a **system** of personnel policies which is responsive to Mali labor law as well as to the needs of the NGO—also was identified as a high priority need. A second round of workshops was organized by World Education and Save the Children to address this need.

Management of Subgrants

A very important aspect of the working relationship between World Education and our NGO partners was the responsibility that they had for managing subgrants supporting the implementation of program activities. It must be said that this process did not always go smoothly and that some of the NGOs were more competent and responsive in fulfilling these responsibilities. Nevertheless, significant effort, on the parts of both World Education and the NGOs, was put into making this aspect of program implementation not only efficient and effective but also an opportunity to build the financial management capacities of the NGOs.

CONCLUSION

From the beginning, World Education considered the Malian NGOs as key partners in the achievement of the goals of the Cooperative Agreement. To this end, considerable effort and resources were put into strengthening the capacities of those NGOs who, for their part, demonstrated a seriousness and commitment to the goals. Not all the NGOs achieved the same level of institutional competence and stability. Nevertheless, it can be said that an important number of Malian NGOs now have a level of institutional capacity and legitimacy and are currently working in the fields of education, health, and income generation with the Malian government and a variety of financial partners.

ANNEX A

TIMELINE OF MAJOR EVENTS

Contractual Negotiations and Modifications with USAID		Programmatic Developments
Cooperative Agreement No. 624-A-00-97-00069-00 signed. Funding level: \$6,785,622	September 30, 1997	
Cooperative Agreement increased to \$7,125,552 to provide for continuation of activities of JIGIYASO Credit Women's Credit Union component.	March 5, 1999	
	August 1999.	The work of the five NGO partners providing technical assistance to JIGIYASO credit unions was completed and responsibility was transferred to the Federation.
Revised Continuation Application Submitted to USAID	August 30, 1999	
	1999	Start-up of specialized literacy program for APE members.
	October 1999	JIGIYASO BA Federation of credit unions formally received its legal recognition.
	October 1999	Refocusing of the Civic Group Program to target COs in Bamako and Kati.
Completion date of CA was corrected to be December 31, 2001.	December 3, 1999	
Submission of Continuation Application	August 1, 2000	
	September 30, 2000	Completion of Women's Credit Union (Jigiyaso Ba) component of the CA.

Contractual Negotiations and Modifications with USAID		Programmatic Developments
	September 30, 2000	Completion of the ASACO pilot project component of the CA.
Submission of Proposal to Amend the Cooperative Agreement targets in the Education, Literacy, and Civic Group Components and to extend the completion date to September 30, 2002.	October 11, 2000	
Submission of Revised Proposal to Amend the CA.	December 8, 2000	
Cooperative Agreement amount increased to \$8,343,542. Completion date extended to September 30, 2002.	February 26, 2001	
Submission of Continuation Application for Phase IV.	August 1, 2001	
	October 1, 2001	Launching of HIV/AIDS Pilot Project in selected APEs of two communes.
Submission of Proposal to Extend CA to June 30, 2003.	June 10, 2002	
Submission of Proposal to Expand CA to include activities in Barouéli and Dioro Communes in Ségou Region.	September 26, 2002.	
Cooperative Agreement amount increased to \$9,607,674. Completion dated extended to June 30, 2003.	October 1, 2002	
	September 1, 2002	Launching of Quality/Equity in Education Pilot Project with 60 APEs
Cooperative Agreement amount increased to \$9,858,924.	October 23, 2002	
Completion of Cooperative Agreement.	June 30, 2003	

ANNEX B

Maps



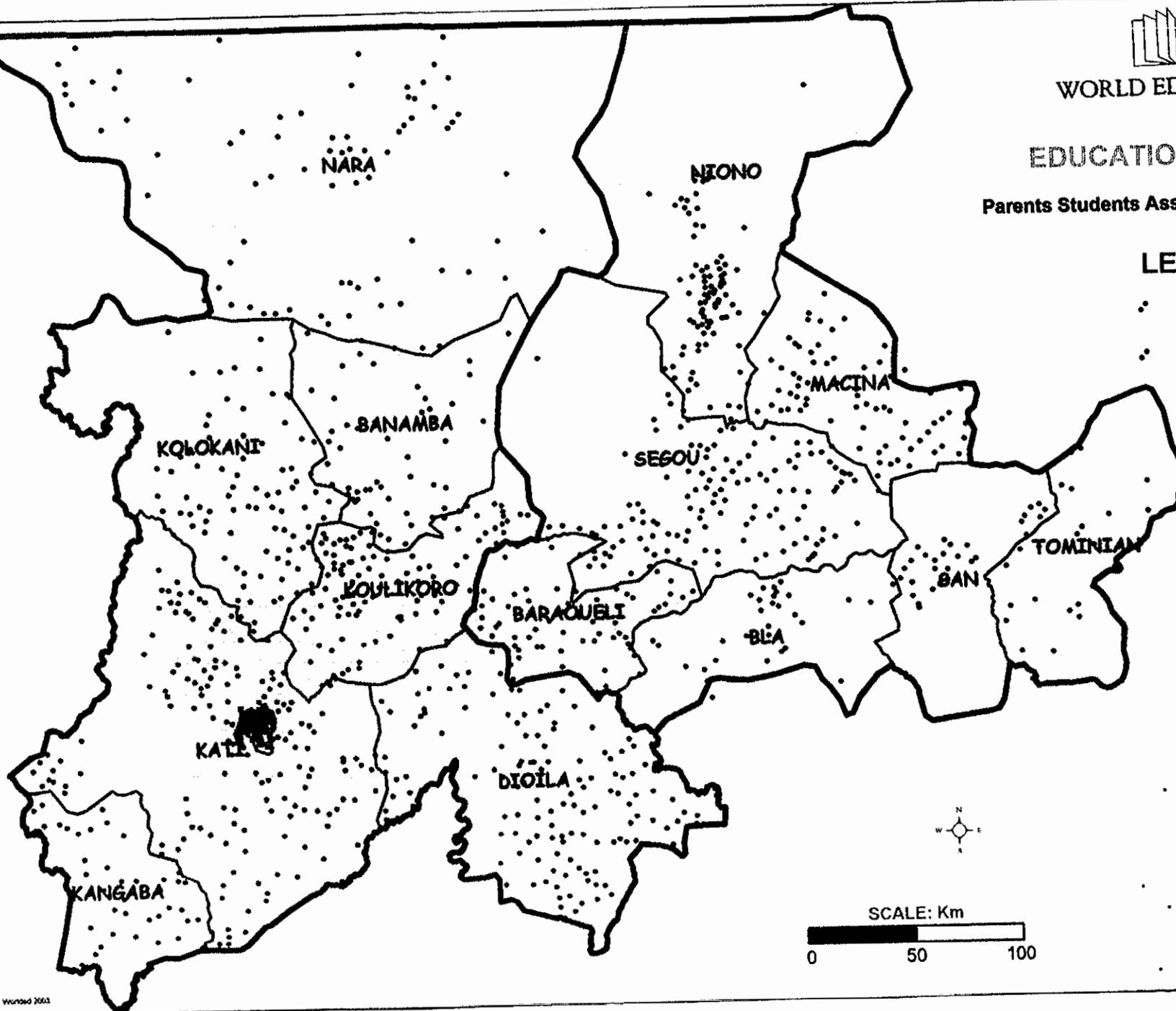
WORLD EDUCATION

EDUCATION PROGRAM

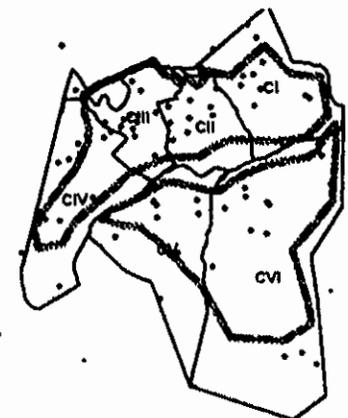
Parents Students Association) by legal status

LEGAL STATUS

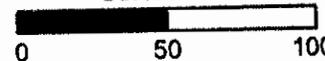
- Public Schools
- Community Schools



District de Bamako



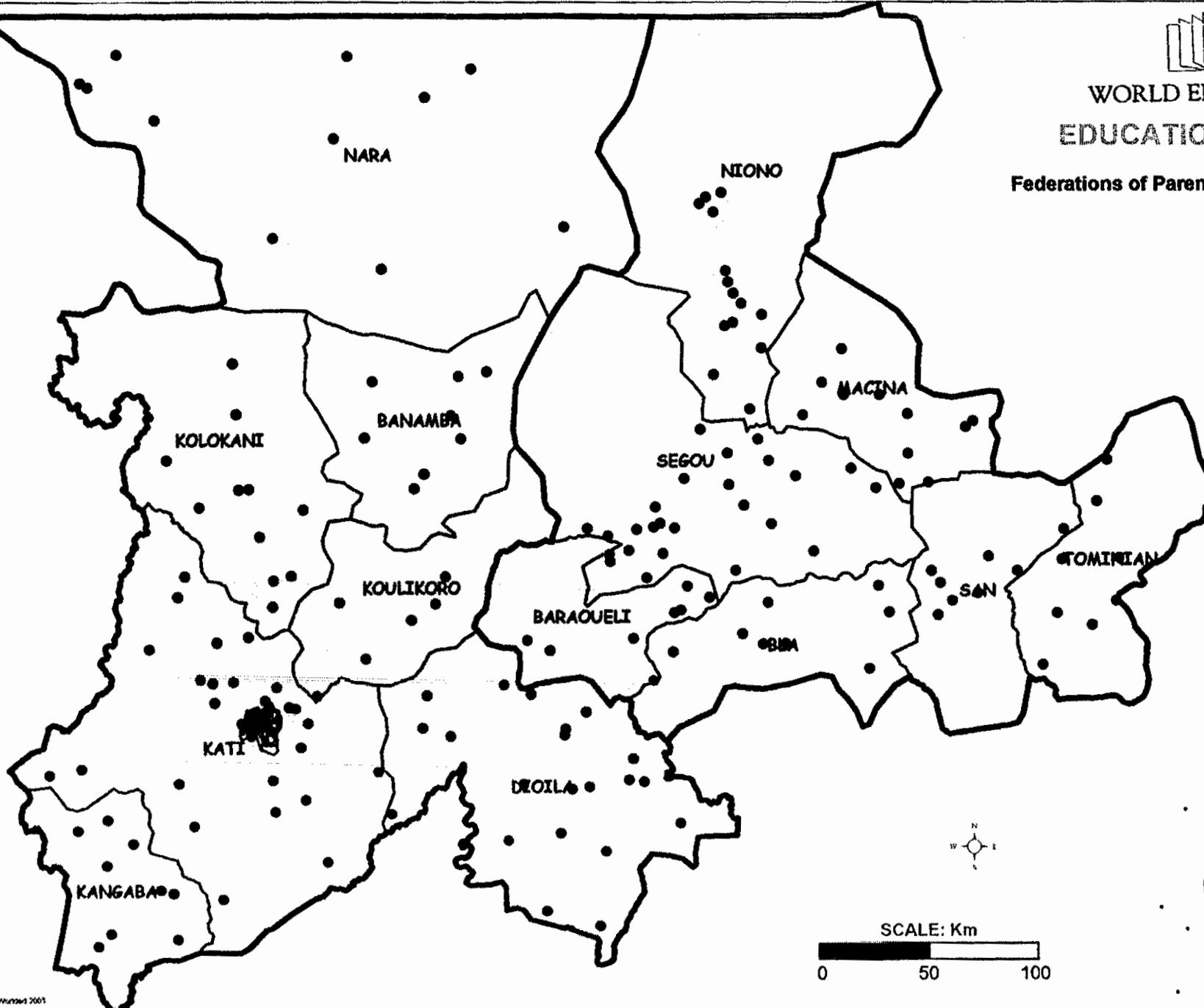
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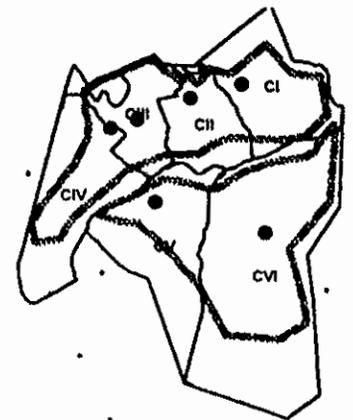


WORLD EDUCATION
EDUCATION PROGRAM

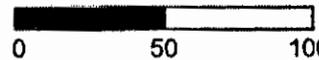
Federations of Parents Students Association



District de Bamako



SCALE: Km

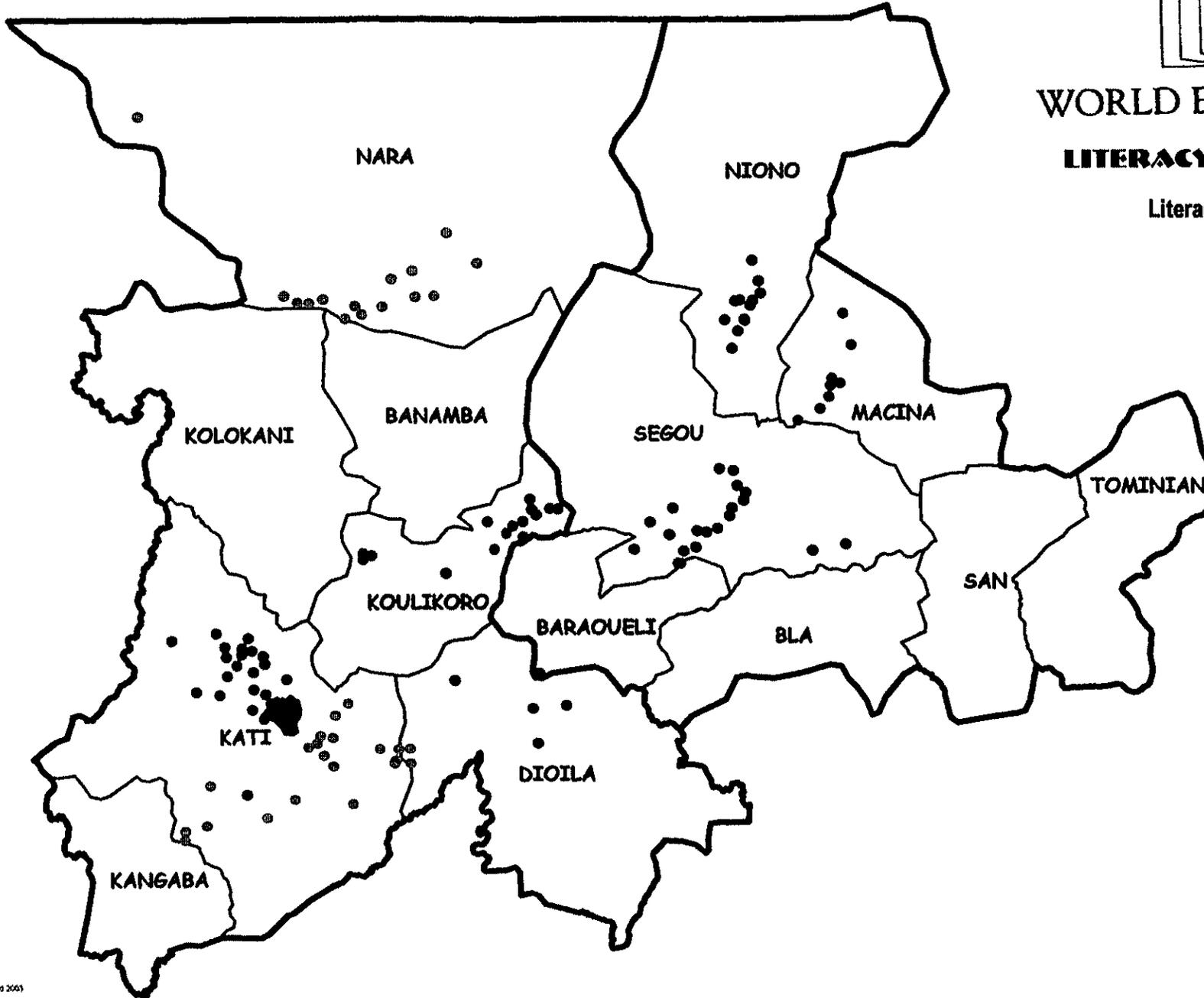


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WORLD EDUCATION LITERACY PROGRAM

Literacy Centers

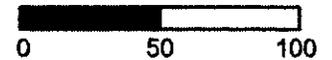


Literacy Centers/NGO

- AADeC
- ⊙ AMPJ
- ASG
- ⊙ FDS
- OMAES
- CRADE
- FAPE MACINA
- AMAPROS



SCALE: KM



ANNEX C

Selected Case Studies

Case Study: The APE of Sama Markala

The school in Sama Markala opened in September 1998 as part of the first generation of schools supported by World Education. Sama Markala is a village in the Ségou region and OMAES is the Malian NGO working with World Education in that zone.

After social negotiations with the community, OMAES helped establish an APE and supported it in creating and adopting statutes and internal regulations. The APE board received training in financial management and administration and resource mobilization.

Each year the APE recruits students and a teacher. At first, each parent gave a sum of money to pay the teacher's salary. This worked well until the third year when there began to be irregularities in the payment of the teacher. In light of this problem, there was a necessary return to the training from OMAES especially that regarding mobilization of community resources for the support of the school.

At the completion of the trainings on communal development planning and in advocacy, Sama Markala, like the other villages in the commune, identified its education needs and recorded them in a three-year plan. These needs were sent up to the commune level, where, through negotiation, certain needs of certain villages are integrated into the commune action plan. Others remained the responsibility of the individual village, with support from the mayor.

Two years ago a convention was signed between the village of Sama Markala and the commune of Sama Foulala in the presence of the sous-préfet and representatives of GAPEF (the group of APE from the former arrondissement of Farako). In this convention, it was established that each year the APE would communicate to the mayor its budget for activities outlined in its action plan. The mayor, on his part, would use this information to create his budget for each village. The total amount corresponding to each taxable village was to be communicated to the village who in turn would inform the community. Due to its application of advocacy techniques learned in World Ed sponsored trainings, the APE was successful in setting up a system to assure payment of the schools teachers. When taxes are collected and redistributed, the mayor now gives the APE directly a portion to pay its teachers. In this way, the APE of Sama Markala established a payment system for its teachers as well as proving its ability to mobilize and manage funds from local authorities.

Case Study: Civic Group Success in Bakaribougou

Bakaribougou literally means “the home of Bakary,” a rice farmer from Banconi working in the swamps east of Bamako. A railroad line was built there on landfill and the centrally planned economy dedicated the zone to “industry.” Large factories for steel, medicines and cigarettes set up east of the railway. In the neighborhood to the west, the swamps gradually filled in and small, informal industries set up shop. Residences were constructed around metal or carpentry shops without rhyme or reason. The neighborhood is elegantly described as “spontaneous”. It is one of those anarchic central urban areas where about 300 residences have long been ignored by municipal services, partly because they had no legal status as a community. The result was disorder: no trash collection, no drainage canals for rainwater, no septic system, no street alignment to permit access, no public school or health center.

Volunteers among the residents formed a Participatory Development Committee and requested training assistance from World Education. World Ed had previously helped their parents’ association (APE) establish a community school a few years ago and the initiative had spurred planning for other community projects.

Since then they have been able to set up a CSCOM (community health center) with both a dedicated doctor and a midwife paid by residents. They also negotiated with the water company to establish public fountains financed by small per-bucket fees. World Ed was happy to reinforce their civic energy and arranged for training by AADEC, a specialized NGO.

This training is part of World Ed/USAID’s Civic Group work. This work follows no set agenda but rather responds to community-expressed needs. No direct grants or other financial assistance are involved. Solutions take the form of community mobilization and lobbying for municipal services. The training assumes decentralization as a premise and gears activities to resolve real problems through social mobilization and lobbying for resources and services.

In the case of Bakaribougou, a trained facilitator from AADEC helped the Development Committee analyze and prioritize problems and plan solutions. The first challenge to overcome was that Bakaribougou was not a legal entity. This precluded them from certain rights and assistance. For example, a first priority, pushed by a dynamic housewife (also a lawyer), was disposing of household water that previously had been dumped in the streets. The Housing Authority actually has a program initiated by AREM, another World Ed partner where communities can take out group loans at low interest to construct grey water run off systems. In order to qualify for the loan, however, the neighborhood needed legal recognition. The volunteer committee lobbied, filled out forms, swore that everyone would pay taxes and managed to get the neighborhood certified as a Quartier—capital Q for legal purposes.

Now certified as a Quartier, Bakaribougou can participate in the Commune II budgetary process and insist on services. More to the point, the community got its loan, dug grey water receptacles and piped each house into the simple system. Two related problems remain, however, drainage ditches for rainwater, a task beyond the means of the 300 residences; and the emptying of latrines in households. The Development Committee is now working on these problems rather than waiting for the central government to resolve them, a hallmark of the success of this newly legalized community.

The Development Committee has also tackled other issues challenging their community. Part of the process of legal recognition is surveying and registering deeds and rights of way. The railroad runs through the quartier and their rule of thumb for right of way is 50 meters on each side of the track. The Committee argued that this is excessive in a central urban area and adherence would require demolishing too many residences. The committee and the railroad agreed on a 25-meter setback for surveying purposes. The agreement was included in the "lotissement" of the Quartier, which defined passageways for eventual public services. This was another success for the Development Committee.

Yet another success for the Development Committee of Bakaribougou is in the area of urban sanitation. Their neighborhood is ramshackle and disorderly, but it is not particularly dirty compared to other urban areas. This is because the Development Committee knocks on doors and tries to help people deal with sanitation issues. They requested a "depot" (dumpster) from the Commissariat (Municipal head of the District, which manages trash collection) and they invited a youth business to pick up trash house to house in donkey carts. There are still issues to be resolved, however. For example, the "depot" is not emptied regularly, the trash blows back into the neighborhood, and the system falls apart. Additionally, many people claim that 1500 CFA per month charged by the youth business is too expensive. Commune II (theirs) and Commune III plan to ban animal carts, initiate house to house collection with tractors, and charge much more to make the system sustainable. This will pose additional challenges to the community, but as evinced by the successes of the Development Committee it will only be a matter of time until these issues are tackled and surmounted as well.
