

**Ministry of Foreign Affairs of Japan  
Third-Party Evaluation (FY 2004)**

**Country Assistance Evaluation of Bangladesh  
-Summary-**

**March 2005**

## Preface

This report is the summary of the Country Assistance Evaluation of Bangladesh carried out by the External Advisory Meeting on ODA Evaluation, which is an informal advisory body of the Director-General of the Economic Cooperation Bureau of the Ministry of Foreign Affairs of Japan.

Japan has been one of the top donor countries of ODA (Official Development Assistance) and there have been domestic and international calls for more effective and efficient implementation of assistance. The Ministry of Foreign Affairs, as the responsible ministry of ODA, has been conducting ODA evaluation mainly at the policy level with two main objectives; to support the implementation and management of ODA and to ensure its accountability. This review aims to examine Japan's assistance policy on Bangladesh in terms of its objective, process of formulation and implementation, and results, and obtain lessons to make it more effective. In addition, it aims to ensure accountability by publication of this review.

The External Advisory Meeting on ODA Evaluation was formed to improve the objectivity in evaluation. The Meeting is commissioned to conduct ODA evaluation and to report its results and recommendations to the Economic Cooperation Bureau of Ministry of Foreign Affairs. Mr. Teruo Kawakami, a member of the Meeting, was in charge of this evaluation.

Dr. Tatsufumi Yamagata, Director of the Development Strategy Studies Group, Development Studies Center at the Institute of Developing Economies (IDE), made enormous contribution to this evaluation. Likewise, cooperation was received from the Ministry of Foreign Affairs and the Japan International Cooperation Agency (JICA), Japan Bank for International Cooperation (JBIC). We would like to take this opportunity to express our sincere gratitude to all those who were involved in this review. The Aid Planning Division of the Economic Cooperation Bureau of the Ministry of Foreign Affairs was in charge of coordination. All other supportive work was received from IC Net Limited, under the commission of the Ministry of Foreign Affairs.

Finally, we should add that the opinions expressed in this report do not reflect the view and position of the Government of Japan or any other institutions.

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## -Summary-

<b>1. Purposes and methods of the evaluation.....</b>	<b>1</b>
<b>1.1 Background and purposes .....</b>	<b>1</b>
<b>1.2 Target and framework of the evaluation.....</b>	<b>1</b>
<b>2. Development of Bangladesh and assistance by Japan and other donors .....</b>	<b>1</b>
<b>2.1 Changing political and socioeconomic situations in Bangladesh .....</b>	<b>1</b>
<b>2.2 Outline of the Bangladesh National Development Plan .....</b>	<b>2</b>
<b>2.3 An overview of Japan's development assistance to Bangladesh.....</b>	<b>2</b>
<b>2.4 Assistance by other major donors.....</b>	<b>3</b>
<b>3. Evaluation on the Country Assistance Program for Bangladesh.....</b>	<b>3</b>
<b>3.1 Evaluation on the purpose .....</b>	<b>3</b>
<b>3.2. Evaluation on the process .....</b>	<b>4</b>
<b>3.3 Evaluation on results.....</b>	<b>8</b>
<b>4. Recommendations for the future assistance policies .....</b>	<b>11</b>
<b>4.1 Summaries of the findings of performances of the Program .....</b>	<b>11</b>
<b>4.2 Need for objectives framework of the Country Assistance Program and the sector programs .....</b>	<b>12</b>
<b>4.3 Monitoring and evaluation of the Country Assistance Program and the sector programs .....</b>	<b>12</b>
<b>4.4 Further consideration in cross cutting issues.....</b>	<b>13</b>
<b>4.5 Promoting local capacity and function .....</b>	<b>13</b>

## Summary

### 1. Purposes and methods of the evaluation

#### 1.1 Background and purposes

Assistance to Bangladesh makes up the tenth largest amount in Japan's total bilateral ODA expenditure from FY1998 to 2000. Japan was the largest bilateral donor to Bangladesh in FY2000/01. This evaluation aimed to review Japan's assistance policy to Bangladesh, extract lessons and recommendations for more effective and efficient implementation of assistance and the revision of the Country Assistance Program, and ensure accountability to taxpayers by releasing the evaluation results.

#### 1.2 Target and framework of the evaluation

The target of this evaluation is the Country Assistance Program (hereafter referred to as "the Program") for Bangladesh that was formulated in March 2000. Based on the ODA Evaluation Guideline, the following aspects of the Policy were evaluated: objective, process of formulation and implementation, and results. The evaluation team also compared Japan's assistance to that of other donors, and analyzed the state of aid coordination for Bangladesh.

### 2. Development of Bangladesh and assistance by Japan and other donors

#### 2.1 Changing political and socioeconomic situations in Bangladesh

##### 2.1.1 Political situation since independence

Democratization with a two-party system has been in place since the general election in February 1991. The political situation was generally stable. However, political confrontation is on the rise. In 2004, there were frequent bomb attacks aimed at political rallies of the opposition in Dhaka. Lack of good governance has been a problem for a long time that impedes poverty alleviation.

##### 2.1.2 Socioeconomic situation since independence

Since the democratization, Bangladesh has actively pursued economic liberalization, achieving the average annual economic growth of 4.8% since 1992 and stable macroeconomic indicators.

On the other hand, poverty alleviation has been the most important challenge to Bangladesh since independence. Major social indicators such as average life expectancy have been steadily improving, but population increase and gaps between men and women still remain large. Poverty in rural areas is especially serious, and migrating population is causing problems such as slums in the cities. In addition to natural disasters such as floods and cyclones, air pollution in major cities and arsenic-polluted groundwater are posing threats to living conditions.

## **2.2 Outline of the Bangladesh National Development Plan**

The development strategy in the Fifth Five-Year Plan from 1997 aimed at economic development led by the private sector. From the social development perspective, the Plan gave priority to education, healthcare, water supply, and population control and family planning. Subsequently, IPRSP (Interim Poverty Reduction Strategy Paper) was set in 2003 with two strategic objectives, related indicators and target figures to be achieved by 2015: **(1) poverty alleviation through liberation from hunger and persistent poverty; (2) social development with the elimination of gender gaps**. Compared to the Fifth Five-Year Plan, IPRSP regards lack of good governance as a major obstacle to poverty alleviation and calls for development of a safety net for the socially vulnerable. In formulating PRSP, the government has taken a participatory approach involving consultation with local residents, which is in line with the basic principle of PRSP. The draft PRSP was formulated in January 2005, which consists of four strategic blocks including strengthening the important sectors that contribute to economic growth for the poor, and four assistance strategies such as promotion of good governance.

## **2.3 An overview of Japan's development assistance to Bangladesh**

### **2.3.1 Assistance from the 1970s to the 1990s**

Japan is the largest bilateral donor to Bangladesh, providing assistance in many areas ranging from basic infrastructures such as bridges, roads and power plants, to social areas in recent years. The total amount of 30 years' assistance of Japan is about 16% of the whole foreign assistance to the country. From independence to the 1980s, most of the Japanese aid contributed to stabilization of the domestic economy through commodity loans and loans such as provision of yen credit to large infrastructure projects including power plants. Meanwhile, grant aid and technical cooperation focused on basic human needs such as agriculture and healthcare, human resources development, and flood control. The 1990s saw a substantial increase in assistance to infrastructure development in the transport sector such as construction of bridges. Technical cooperation covered a wide range such as transportation, water resource management including irrigation and flood control, and healthcare. In the late 1990s, the ratio of loans in development assistance to Bangladesh decreased significantly due to the increase in grant for debt relief and subsequent stagnation of new loan projects.

### **2.3.2 Assistance after the formulation of the current Country Assistance Program**

The Program places priority on the following areas as major issues: **(1) agriculture, rural development, and improvement of agricultural productivity; (2) improvement in social areas (basic human needs, health and medical care); (3) basic infrastructure for investment and export promotion; and (4) disaster control**. In addition, the Program lists as common challenges in

these priority areas the following: human resources development, institution building, and environment. It also calls for strengthening of aid absorbing capacity, linkage with other donors, international organizations, and NGOs. Nearly 60% of financial assistance subject to this evaluation was allocated to infrastructure for investment and export promotion. On the other hand, assistance to rural and social development was mainly implemented through technical cooperation and grant aid. In terms of the number of projects, the social area was the largest and many Grass-Roots Human Security Grant Aid projects were carried out in the healthcare sector. Meanwhile, grant aid for debt relief had continued until 2003, and in March 2004, about 158 billion of yen debt was exempted.

#### **2.4 Assistance by other major donors**

There is extensive aid coordination through the sector-wide approach in Bangladesh. Primary education has seen an achievement, with the Primary Education Development Program Phase 2 being promoted. Although the sector programs in healthcare stagnated due to the delay in government restructuring, a new sector program was recently formulated. Coordination among donors is in process in the area of governance.

### **3. Evaluation on the Country Assistance Program for Bangladesh**

#### **3.1 Evaluation on the purpose**

##### **3.1.1 Consistency with Japan's upper-level ODA policy**

The evaluation team has analyzed the consistency of the Country Assistance Program with Japan's upper-level ODA policy by comparing the Program to the ODA Charter formulated in 1992 and the ODA Mid-Term Policy formulated in 1999. The four focus areas in the Program reflect the priority issues and principles of the ODA Charter and the priority issues of the ODA Mid-Term Policy. The Program gives due consideration to the Charter and Mid-Term Policy by, for instance, citing environmental consideration, as well as promotion of partnership with NGOs. However, the Program refers to good governance and gender issues indirectly, or as part of a focus area, although those were included in Japan's upper-level ODA policy.

##### **3.1.2 Consistency with the development needs of Bangladesh**

The evaluation team has looked into consistency between the Program and the Fifth Five-year Plan and IPRSP which are the national development plans of Bangladesh during the evaluation period. The Program cites poverty alleviation as the objective of the assistance policy and the focus areas of the Program match the development needs of the government of Bangladesh. However, the focus areas of the Program do not specifically refer to improvement in governance and elimination of gender gaps. Although IPRSP of Bangladesh set in 2003 gave even more priority to governance

and gender issues and spelled out new sub-focus areas such as development of non-agricultural sectors, the Program had been unable to adequately adjust itself to address these concerns.

On the other hand, the Country Assistance Program mentions the need for strengthening aid absorbing capacity and partnerships with local NGOs. These are consistent with development issues addressed in IPRSP such as strengthening implementation capacity for public projects and promotion of partnerships with local NGOs.

### **3.1.3 Consistency with the assistance policies of other donors and the development needs that they grasped**

The Program has much in common with the policies of other donors: poverty alleviation through economic growth, which is the highest priority goal of the Program, and improvement in social areas. However, other donors place more importance on the improvement of governance and elimination of gender gaps. In addition, unlike other donors, the focus and sub-focus areas of the Program do not explain details such as an approach on how to implement the assistance, and do not set specific and measurable goals.

### **3.1.4 Conclusion and observations on the evaluation on the purpose**

The Program is considered relevant to Japan's economic cooperation policy, Bangladesh's development needs, the development needs that other donors have grasped, and their assistance policies. However, the Program refers only briefly to the improvement of governance and elimination of gender gaps and should have given higher priority to these issues as development objectives in the light of their importance. The following also need to be reviewed in formulating a future Country Assistance Program: clarifying assistance goals in focus and sub-focus areas, prioritizing those assistance areas, elaborating specific approaches to achieve these goals, and setting measurable objectives.

## **3.2. Evaluation on the process**

### **3. 2.1 Appropriateness of the Country Assistance Program formulation process**

The Economic Cooperation Bureau of the Ministry of Foreign Affairs (MOFA) took the lead in formulating the Country Assistance Program for Bangladesh, examining the development plan of the government of Bangladesh at the time and taking into account opinions from the Japanese embassy, JICA and the former OECF. The draft was presented to the government of Bangladesh to obtain its consent, and the processes to examine and reflect Bangladesh's development needs were taken. However, the focus areas were decided mainly based on the areas agreed between the Bangladesh government and the Japanese economic cooperation study mission in 1990, and neither a review nor a revision has been made after the formulation to respond to the changing development needs.

During the formulation processes, they aimed at program-type assistance utilizing varied types of aid of Japan's assistance and examined other donors' assistance as well as the needs for capacity building of implementing agencies. The results of these deliberations were reflected in the sections such as "Direction of Assistance" in the Program. However, there is room for improvement in public relation of the program both to the Japanese and the Bangladeshi public.

Overall, MOFA and the Japanese embassy in Bangladesh took the lead in formulating the draft and the involvement of the aid implementing agencies of JICA and the former OECF, the government of Bangladesh and other donors seemed to have been relatively limited.

### **3. 2.2 Efficiency of the formulation process**

The formulation of the Program took nearly two years because of changes in modalities and coordination with the formulation process of the Programs for other countries. The process was too long to reflect the development needs in a timely manner.

### **3. 2.3 Appropriateness of the implementation process**

The JICA Country Program for Bangladesh was set in line with the focus areas in the Program but includes strengthening aid coordination capacity.

JBIC set its ODA Loan Assistance Strategy for Bangladesh in 2000, listing the following focus areas that reflect the Country Assistance Program: (1) development of basic infrastructure for investment and export promotion; and (2) agricultural and rural development to improve agricultural productivity.

Around 2001, the Japanese embassy and the local offices of JICA, JBIC and JETRO formed the informal local ODA task force, known as the "Bangladesh Model" (The local ODA task force was officially launched in 2003). The working groups were established on each of the focus sectors, and have been sharing and analyzing information and consulting with the government of Bangladesh and other donors. The task force has worked out the sector programs for each focus sector. Their efforts were meant to meet the needs for comprehensive and integrated strategies for implementation of assistance, which are based on accumulated knowledge and experience, elaborate assistant activities in the focus areas, and address changing development needs. These sector programs by the local ODA task force are a proper attempt to complement the Program as sectoral aid strategies, which clarify and elaborate Japanese assistance modalities and approaches, to correspond to the changing development needs.

In finding and formulating processes of projects, the local ODA task force tried hard to grasp development needs, and has been asking the Bangladesh government to select and prioritize their requests for assistance in line with Bangladesh's development needs as well as the focus areas of Japan's assistance during regular meetings with the government of Bangladesh. On the other hand, the government of Bangladesh has requested that in the project formulation and implementation process Japanese side is to take more in account the country's natural environment as well as socioeconomic and cultural situations, a phased withdrawal of assistance, and continued assistance to management and operation systems.

Analysis of the implementation processes shows that projects were implemented or reviewed along the Country Assistance Program, although there were areas where no specific project has been implemented due to causes such as delay in dispatch of experts.

### **3. 2.4 Efficiency of the implementation process**

It takes about 6 months to formulate a JICA Country Program. It is expected to shorten the formulation period by synchronizing the process with relevant programs such as the sector programs of the local ODA task force and JBIC's ODA Loan Assistance Strategy.

The government of Bangladesh asked the Japanese side to consider acceleration of the processes and shorten period of project selection and studies before implementation, more prompt reply to request for a project, and more expeditious implementation of yen loans. Although the government of Bangladesh is partially liable for those due to the problems in its management and capacity, the Japanese side needs to improve the processes, by reducing the period from appraisal, adoption to implementation of projects, and notification of the status of the project appraisal to the Bangladesh side.

The linkages among different types of aid of Japan have been actively promoted such as between funding and technical cooperation in the fields of infrastructure development, rural development, and social development. Through these efforts, outcomes such as the capacity building of the recipient organization to which financial assistance were provided, and dissemination of a rural development model, are also expected. Appropriate types of aid have been adopted to correspond to specific development needs, for example the grass-root human security grant aid for social areas, and development partner project with NGOs for rural development and arsenic mitigation.

The local ODA task force promoted information exchange and sharing the vision and purposes of

assistance among Japanese stakeholders, and improved the efficiency of the implementing agencies. However, the task force has pointed out the needs of further linkage between financial assistance and technical cooperation in formulating the program which covers whole sector, and it stresses strengthening of local functions and clarification of roles of each implementing agency.

As for aid coordination, the sector working groups of the local ODA task force take part in the sector working group of donor meetings and collect information on assistance by other donors, and disseminate Japanese opinions based on their activities. Specifically, Japan has been working closely with UNICEF in the areas of healthcare, education and measures for arsenic pollution. In the field of infrastructure, JBIC has been working closely with major donors.

However, the Japanese Embassy and JICA experts who have been engaged in the sector wide program with other donors have pointed out that Japan needs extensive preparation and strategies to actively take part in the approach. Specifically, Japan needs expeditious decision making at the local level, strengthening of human resources in both quality and quantity, and flexibility in procedures. Other donors also pointed out that limited authority of the local offices and inflexible modalities seem to be the obstacle to cooperation. They expect Japan to exert more influence to promote good governance and expand its support to build up institutional and policy making capacity. Some donors recommended that deployment of more human resources at the local level and clarification of assistance areas would help Japan obtain more prominent presence.

In partnerships with NGOs, there are a number of grass-root human security grant aid projects which support local NGOs, especially in social areas. Moreover, Japanese and local NGOs are involved in the projects for rural development and countermeasures against arsenic poisoning. They grasp the situation at the grassroots level thereby to improve community life, as well as to manage project implementation in a thorough and adequate manner. The Japanese Embassy, JICA and JBIC recognize the needs to accumulate and share information on local NGOs in order to promote further partnership with them.

### **3. 2.5 Conclusion and observations on the evaluation on the process**

The Program was formulated based on deliberated analysis of development needs, state of assistance by other donors, and Japan's experience and comparative advantage. The process was mostly appropriate. However, the following aspects need improvement: (1) involvement of aid implementing agencies, the government of Bangladesh and other donors in the formulation process seemed limited; (2) the Program was not reviewed after formulation and could not respond to changing needs; and (3) it took two years to formulate the Program.

Projects were formulated based on the JICA Country Program and JBIC ODA Loan Assistance Strategy, which reflects the Program, and the sector programs of the local ODA task force. On the whole, assistance has been implemented in line with the Country Assistance Program. In addition, the local ODA task force has been actively promoting to link among different types of aid, and to coordinate with other donors and NGOs.

The local ODA task force has been greatly contributing to these efforts. Their sector programs in particular have produced effects such as clarification of assistance policy in the focus areas and approaches, promotion of program type approach, and corresponding to changing needs. These efforts would be regarded as a role model of localization for effective implementation of assistance. However, strengthening the authority and capacity of local offices and adapting flexible forms of assistance should be considered necessary in order to promote linkage among different types of aid, partnerships and coordination with other donors.

### **3.3 Evaluation on results**

#### **3.3.1 Focus area: rural development and improvement in agricultural productivity**

Although the real growth rate of agricultural production is tapering off, the amount of rice production is stable, and the percentages of irrigated areas in farmland and share of quality brands are on the rise. Since there was little assistance by other donors and the scale of Japan's assistance was limited in this area, it is hard to see how Japan's assistance contributed to macro indicators.

On the other hand, in the area of rural infrastructure, Japan has implemented yen loan projects and grant aid for the installation of power distribution networks, rural roads, and bridges. The World Bank and the ADB have also been implementing assistance in this area. Although Japan's assistance is regionally limited, it can be said that Japan is contributing in this area. Linkage of those yen loan projects with technical cooperation and a model village development project in this area has started and is expected to improve the capacity of the implementation agencies of Bangladesh and contribute to the focus sector as a whole.

In rural development, successful outcomes have been reported, which include application of a partnership model between local government and farmers to other regions and improvement in life of the rural poor. In order to disseminate those successful projects to wider areas, it is necessary to establish a model for dissemination as well as to strengthen partnership with other donors which are assisting rural development.

#### **3.3.2 Focus area: improvement in social areas such as basic human needs and healthcare**

Indicators in social areas such as primary school enrollment rate and infant mortality rate are still serious but steadily improving.

Other donors are also working on primary education. Japan has contributed to improvement of classroom facilities through grant aid and distributed educational materials through technical cooperation. In health sector, Japan has contributed to the improvement in the following areas: improvement of the polio vaccination rate by assistance for polio prevention; improvement of the delivery rate with assistance of midwife and the percentage of pregnant women who receive prenatal care through reproductive health care programs; increase of the supply of safe drinking water through countermeasures against arsenic poisoning. Hereafter, the outcomes are expected: reduction in the mortality rate of pregnant women and infants by improving and expanding emergency gynecological medical services.

It was nearly impossible to grasp the overall outcome of Japanese assistance in areas such as human resources development, as it requires a certain period for the outcome to be recognized. However, positive outcomes are expected to expand through the assistance such as by participating in the sector program for primary education.

### **3.3.3 Focus area: infrastructure development for investment and exports promotion**

With the annual economic growth rate of around 5%, the economy is on a steady path to growth. The nationwide road network is gradually expanding, and indicators in power and telecommunications such as power generation and number of telephone lines show improvements.

Japan's assistance projects in the area concentrate on construction of roads and bridges. Other donors such as the World Bank and the ADB have also implemented many projects in the transport sector, especially in road construction and rehabilitation.

Major bridge construction projects by yen loan have just completed or are still under implementation and it is not possible to verify outputs and outcomes of Japan's assistance in the area. However, these projects are expected to bring increase in traffic and improvement in transport efficiency, thereby promoting regional development of western part of Bangladesh, and invigorate economic activities between the eastern and western regions of the country.

As for the grant-aid projects, 76 rural road bridges and 80 basic bridges in total have been built nationwide, showing increase in traffic and travel-time saving. However, there were a few basic bridges where access roads were destroyed and left unusable. To maintain sustainable outcomes, improvement in the maintenance system should be taken into account.

### **3.3.4 Focus area: disaster control**

The approach in this area has shifted from relief for damage by disaster to preventive measures

called “disaster management” and ADB and DFID are implementing the flood prevention projects. Japan has experiences in both infrastructure development and capacity building of disaster management. Infrastructure development includes improvement of an early warning system and construction of multi-purpose cyclone shelters. For capacity building of disaster management, Japan conducted the study at the levels of national government, local government and community. On the other hand, Japan has started to consider cooperation to the National Water Management Plan (NWMP) of the government of Bangladesh.

Japan’s assistance in this area consists mainly of development studies and grass-root human security grant aid. Assistance to construction of cyclone shelters is expected to reduce the damage by cyclone in the target districts.

### **3.3.5 Impact on the government of Bangladesh and other donors**

A notable impact that Japan’s assistance had on the Bangladeshi government’s policy is seen through the introduction of the Total Quality Management method (TQM) and the Strategic Business Unit (SBU) to improve the management of the Electric Power Development Agency. The assistance was made through the JBIC study and JICA expert dispatched to the Haripur Power Plant. Based on the successful results, the agency decided to apply these methods to other divisions.

On the other hand, in the area of countermeasures against arsenic poisoning, the arsenic removal machine and the inspection kit developed by “Mobile Arsenic Center Project” of Japan were adopted by local NGOs and other donors.

### **3.3.6 Conclusion and observations on the evaluation on the results**

With regard to the results of Japanese assistance during the evaluation period, it was nearly impossible to see tangible contribution to the improvement in indicators at macro level in Bangladesh because of short target period and relatively small number project during the time. On the other hand, improvement in relevant indicators was seen in target areas in health sector. In future, improvement in distribution network through construction and maintenance of major bridges are expected, and there are efforts which could achieve outcomes by building up the capacity of the implementing agencies of Bangladesh through technical cooperation in the fields of power and rural infrastructure development.

Since some projects have shown notable positive results at their target areas, it is considered necessary to expand those activities to wider areas, to establish a dissemination model, and to publicize successful cases to the government of Bangladesh and other donors. More consideration to sustainability and self sufficiency of projects is also required.

In social areas, education for example, where aid coordination such as sector wide approach has

been in progress, it will become more difficult to analyze the contribution of Japan's assistance in a quantitative manner. It is necessary to elaborate how to evaluate outcomes of Japan's assistance in the midst of aid coordination as well as the achievement of individual projects.

#### **4. Recommendations for the future assistance policies**

##### **4.1 Summaries of the findings of performances of the Program**

The performances of the Program are summarized as follows.

##### **1) Agriculture, rural development, and improvement of agricultural productivity**

Japan's assistance has contributed to building rural infrastructures and participatory rural development in Bangladesh and met the needs of Bangladesh. On the other hand, assistance on agricultural technology dissemination during the period was insufficient.

##### **2) Improvement in social areas (basic human needs, health care, etc.)**

Although the scale of the assistance for the improvement of primary education was limited, the Japanese assistance is expected to contribute to the improvement of primary education by participating in the sector wide approach.

Assistance such as the provision of polio vaccine have contributed to the improvement of the nationwide medical services. Assistance on reproductive healthcare, although the target area was limited, has shown the improvement on the relevant outcome indicators.

The outcome is expected from the assistance to mitigate contamination of ground water with arsenic poisoning, although the scale of assistance is limited. On the other hand, efforts on the development of international rivers which is in demand in Bangladesh have not shown substantial progress.

##### **3) Basic infrastructure for investment and export promotion**

Though assistance has concentrated on the transportation sector, it was meant to correspond to the development needs of the sector in Bangladesh, and will contribute to the expansion of distribution networks and economic activities.

##### **4) Disaster control**

Continuous assistance in such areas as construction of cyclone shelters has been in line with the needs of Bangladesh. On the other hand, efforts on flood prevention have not shown substantial progress.

## **4.2 Need for objectives framework of the Country Assistance Program and the sector programs**

### **4.2.1 Formulation of the objectives framework in the Country Assistance Program**

Japan should consider working out a systematic structure of its assistance goals and objectives with its ultimate goal of “To contribute to attainment of the PRSP goals”.

Thereby Japan can clearly demonstrate the consistency between the Program for Bangladesh and PRSP to the government of Bangladesh and the international community, as well as the goals and direction of its assistance to Bangladesh. Japan’s assistance implementing agencies and stakeholders can also share the common recognition on the assistance in Bangladesh.

### **4.2.2. Formulation of the objectives framework in the sector programs**

Japan should also consider working out the goal structure in the sector programs, formulated by the local ODA task force, which will clearly be linked to the goals of the Program to contribute toward “the attainment of the PRSP goals”. Thus Japan can secure consistency in the processes from formulation to implementation of the assistance policy.

## **4.3 Monitoring and evaluation of the Country Assistance Program and the sector programs**

The monitoring and evaluation system of the Program and the sector programs should be established in line with that of PRSP.

### **4.3.1 Building the monitoring system**

The government of Bangladesh plans to issue the progress report on PRSP which contains the status of the progress of projects/programs and the achievement of the objectives. It is recommended that the Program and the sector programs employ the system to monitor the progress and achievement of their objectives being linked to the monitoring system of PRSP.

In other words, Japan should set its overall goals and sector goals linked to the outcome indicators of PRSP and monitor the achievement of outcomes in carrying out the Program. It is necessary to reflect the monitoring results in the formulation and implementation processes of programs and projects, and to utilize them in reviewing the program for the next cycle.

### **4.3.2 Evaluation of the achievement of the Country Assistance Program**

Since it is recommended that the Program aims to support to achieve goals of PRSP, it is necessary to build the system that evaluates the performances in terms of inputs and outputs of the Japanese assistance in taking into account the achievement of goals of PRSP at the national, regional, and sectoral levels based on the PRSP progress report, coordination with the government of Bangladesh

and other donors, and their activities in related sectors.

#### **4.4 Further consideration in cross cutting issues**

In Bangladesh, improvement in governance and elimination of gender gaps are major issues. The government's development plan devotes a substantial portion to these issues and the international community also shows great concerns on the above issues. Japan needs to give due consideration to these issues and to formulate the next Program through hearing the views of experts in the areas.

#### **4.5 Promoting local capacity and function**

The local ODA task force is expected to play a key role in implementing and monitoring the Country Assistance Program. It is necessary to strengthen the capacity and function of the local offices in both quality and quantity in order to formulate sector assistance programs of Japan, to promote linkages among different aid modalities and aid coordination with other donors. Dispatch of experts in policy formulation, outsourcing studies, and utilizing local NGOs are recommended.