

**Third Party Evaluation 2004,
The Ministry of Foreign Affairs of Japan**

**Mid-term Evaluation on
Japan's Contribution to the Achievement of
the MDGs in the Area of Education**

Summary

March 2005

Preface

This report is the summary of “Mid-term Evaluation on Japan’s Contribution to the Achievement of the MDGs in the Area of Education” 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 evaluation aims to present recommendations for the review of Japan’s aid policy toward the achievement of the MDGs in the area of education and its implementation in more effective and efficient manner. In addition, it aims to ensure accountability by publication of this evaluation.

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 the Ministry of Foreign Affairs. Dr. Koichiro Agata, a member of the Meeting, Professor, the Department of Politics and Economics of Waseda University, was in charge of this evaluation.

Dr. Kazuo Kuroda, Associate Professor, Graduate school of Asia Pacific Waseda University and Dr. Miki Sugimura, Lecturer in Education, Department of Arts, Sophia University, have made enormous contributions to this report. Likewise, cooperation was received from the Ministry of Foreign Affairs, the Japan International Cooperation Agency and the Japan Bank for International Cooperation. 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 KRI International Corporation 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.

March 2005

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Final Draft Summary**

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Appendix 1: Schema of Japan's Efforts for Achieving the MDGs in the area of the MDGs

Appendix 2: Framework for Evaluation

Abbreviations

ADB:	Asian Development Bank
ADEA:	Association for the Development of Education in Africa
ASEAN:	Association of Southeast Asian Nations
BEGIN:	Basic Education for Growth Initiative
BHN:	Basic Human Needs
CEDAW:	Convention on the Elimination of All Forms of Discrimination Against Women
CRC:	Convention on the Rights of the Child
DAC:	Development Assistance Committee
DfID:	Department for International Development
EU:	European Union
EFA:	Education for All
FTI:	Fast Track Initiative
G8:	Group of Eight(Japan, USA, Germany, Italy, France, United Kingdom, Canada, Russia)
HIV/AIDS:	Human Immunodeficiency Virus and Acquired Immunodeficiency Syndrome
ICCPR:	International Covenant on Civil and Political Rights
ICESCR:	International Covenant on Economic, Social and Cultural Rights
IDGs:	International Development Goals
IMF:	International Monetary Fund
JBIC:	Japan Bank for International Cooperation
JETRO:	Japan External Trade Organization
JICA:	Japan International Cooperation Agency
JNNE:	Japan NGO Network for Education
JOCV:	Japan Overseas Cooperation Volunteers
JSDF:	Japan Social Development Fund
MDGs:	Millennium Development Goals
MEXT:	Ministry of Education, Culture, Sports, Science and Technology
NGO:	Non Government Organization
ODA:	Official Development Assistance
OECD:	Organization for Economic Co-operation and Development
PDM:	Project Design Matrix
PEDP:	Primary Education Development Programme
PHRD:	Policy and Human Resources Development
PRSP:	Poverty Reduction Strategic Paper
PRSC:	Poverty Reduction and Support Credit
SRA:	Social Reform Agenda
SMASSE:	Strengthening of Mathematics and Science in Secondary Education Project
SWAp:	Sector Wide Approach
TICAD:	Tokyo International Conference on Africa's Development
UNESCO:	United Nations Educational, Science and Cultural Organization
UNICEF:	United Nations Children's Fund
UNFPA:	United Nations Population Fund
UNHCR:	United Nations High Commissioner for Refugees
USAID:	United States Agency for International Development
VDGs:	Vietnam Development Goals
WID :	Women in Development

Chapter 1 Introduction

1-1 Background of the Study

In September 2000, in the General Assembly of the United Nations, the ‘Millennium Declaration’ was adopted by 189 states, and Millennium Development Goals (MDGs) were established. Ever since then, governments, aid agencies, and NGOs in all over the world have been examining the means for reaching the goals. Japan is no exception; the Japanese government has been assisting economic growth along with strengthening its development aid to the social sector in the developing world. In 2005, a mid-term MDGs assessment is scheduled in the UN. There is a need to review the efforts made so far, in order to contribute to the achievement of the MDGs in an effective and efficient manner in future. This evaluation study was launched under this perception.

1-2 Purposes

The purpose of this study is primarily to evaluate the Japan’s contribution to the achievement of the MDGs in the area of education. For this to happen, there is a need to evaluate the aim of each process, the way each process was formulated, and the outcome of each effort. All these matters should be evaluated comprehensively in order to draw lessons learned and recommendations for further development of contribution to the achievement of the MDGs. At the same time, the Japanese government announces the result evaluation to the public and enhances its accountability.

1-3 Basic Principle

The following education-related goals and indicators will be covered in this study:

Targets and Indicators of MDGs Relating to Education

Goal 2: Achieve universal primary education

Target 2: “Ensure that all boys and girls complete primary education by 2015”

Indicator 6 Enrolment ratio in primary education

Indicator 7 Survival rate to grade 5

Indicator 8 Youth literacy rate (15-24)

Goal 3: Promote gender equality and empower women

Target 3: “Eliminate gender disparities in primary and secondary education at primary and secondary levels by 2005, and at all educational levels by 2015”

Indicator 9 Female ratio in primary education (primary, secondary, and tertiary)

Indicator 10 Youth female literacy rate (15-24)

In order to achieve the MDGs in the area of education, there is a need to establish an approach not only to primary education, but also to more general approaches that affect primary education. To systematize the general approaches in relation to the two goals mentioned above, a schema of efforts for achieving the MDGs was formulated (Appendix 1) to present a graphic logical flow of related efforts. This schema shows the prioritized activities aimed at achieving the MDGs and their causal relationships. The schema was used in this evaluation study to understand how the Japan's assistance covers the MDGs, sets priorities, allocates resources and implements the efforts shown in the schema. These issues will be evaluated and recommendations made for further development.

The scope of this study is defined as follows according the schema.

The Scope of the Study	
Efforts to be evaluated:	Programs and projects carried out from 2001 to 2003 (Policy evaluation covers from 1990 to 2004)
Areas to be evaluated and the treatment of data:	
(1)	<u>Efforts which are expected to contribute to achieve the MDGs directly</u> are : formal education; non-formal education; related sub-sectors; sub-sectors related to primary education; and activities related to educational policy and institutions (These are specified <u>with a line</u> in the schema in Appendix 1).
(2)	<u>Efforts which are expected to contribute to achievement the MDGs indirectly</u> are : Assistance to upper secondary, tertiary education and vocational training, Socio-economic assistance, relevant infrastructure development, and activities for relevant policies (These are specified with a <u>dotted line</u> in the schema in Appendix 1) .

1-4 Organizational Structure

In this study, the ODA Evaluation Unit of Aid Planning Division in the Ministry of Foreign Affairs has been playing the role as a secretariat. The study team consisted of a member of the External Advisory Meeting on the ODA Evaluation, academics, and consultants, who undertook the data collection and analysis. The study team members are listed below.

Table 1 Study Team Members

	Name	Title
Academics		
Chief and External Advisory Meeting member on ODA Evaluation	Koichiro Agata	Professor, Department of Politics and Economics, Waseda University
Supervision	Kazuo Kuroda	Assistant professor, Graduate school of Asia Pacific Waseda University
Supervision	Miki Sugimura	Lecturer in Education, Department of Arts, Sophia University

Consultants:		
Team leader	Yoko Ishida	Director, Consulting Department II, KRI International Corp.
Educational evaluation 1	Mikiko Nishimura	Freelance consultant (KRI International Corp.)
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Data analysis	Yasuyo Hasegawa	Consultant, Consulting Department II, KRI International Corp.

In addition, to the study team listed above, other less formal members from the Ministries of Foreign Affairs and Ministry of Education, Culture, Sports, Science and Technology (hereafter referred to as “the MEXT”), along with aid agencies contributed to the study through discussions and suggestions about scopes, procedures, research methodologies and the organizational processes of this evaluation.

1-5 The Study Flow

This study has main five components.

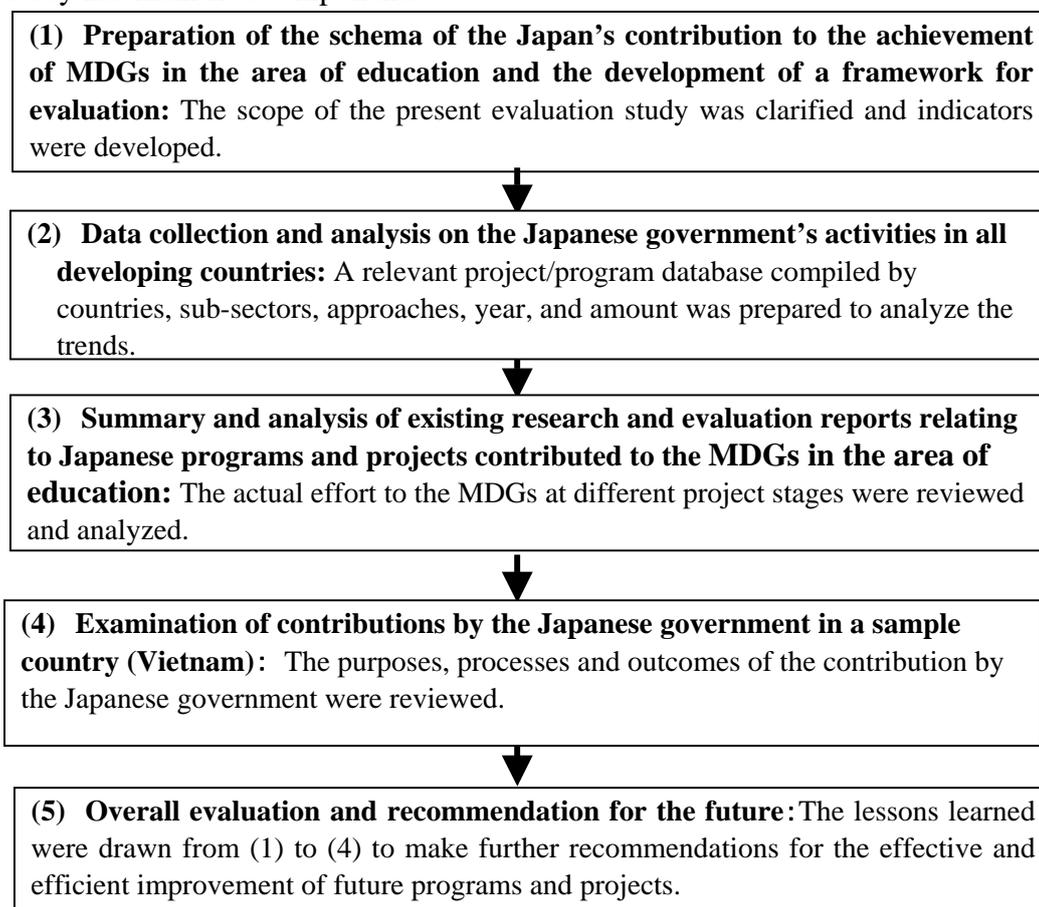


Figure 1. Study Flow

Chapter 2 International Trend in Educational Assistance

2-1 Progress towards Education for All (EFA)

In 1948, the Universal Declaration of Human Rights affirmed that primary education must be provided freely and compulsorily available for all children in all nations. Since then, the goal of achieving universal primary education has been on the international agenda. However, after five decades have passed, the right to education is yet to be guaranteed for the worldwide children.

In 1990, in the World Conference on Education for All in Jomtien, Thailand, the notion of education as a basic human right was reaffirmed. In this conference, the World Declaration on Education for All was adopted and the objectives of Education for All (EFA) were strongly articulated as one of the most urgent challenges of the entire international community.

In April 2000, the World Education Forum held in Dakar urged international society that EFA is far from achieving. In order to ask for more effort towards EFA, the Forum declared that, all children of primary-school age would participate in free schooling by 2015 and that gender disparities in schooling would be eliminated in primary and secondary education by 2005. As an action in order to achieve these declarations, the Dakar Framework for Action was adopted to attain six goals in the area of the basic education.

2-2 MDGs in the Area of Education

In September 2000, the Millennium Development Goals (MDGs) were adopted by 189 nations and 147 countries leaders in the UN Millennium Summit. The MDGs are an international agenda for attacking on poverty and the problems of illiteracy, hunger, discrimination against women, unsafe drinking water and a degraded environment. The MDGs consist of 8 goals, 18 targets and 48 indicators. Two of the eight MDGs, i.e. Goal 2 ‘achieve universal primary education’, and the Goal 3 ‘promote gender equality and empower women’ are education-related goals.

2-3 Progress and Outcomes so far

Since the adoption of the Millennium Declaration, the governments of the developing countries have been preparing reports that inform their progress towards these goals. The UN has been supporting the preparation of reports at the country level with their partners in the World Bank, IMF, and OECD, and has been monitoring their progress made so far.

The Millennium Project was launched as an independent advisory project in order to achieve the goals under the best strategies of each developing country. Working in cooperation with developing countries and other partners, The project has set up expert task forces to prepare strategies to help countries achieve the goals by bringing together the best current thinking and research. Its work includes reviewing innovative practices, prioritizing policy reforms, identifying means of policy implementation and evaluating financing options. Among ten task forces in this Project, one is dedicated to education and gender equality issues. Each task force submitted mid-term evaluation reports in 2004, and made their recommendations in January 2005 to the UN Secretary-General. Up to now, the achievement on the MDGs in the area of education by 2015 would be difficult.

According to the UN Secretary-General Report 2004, the net enrolment ratio (NER), the indicator of access to universal primary education (UPE), Goal 2, has increased between 1990/ 91 and 2001/02. However, the pace of change in Sub-Saharan Africa, South Asia, and the Pacific Regions is too slow to reach UPE by 2015. The NER in Sub-Saharan Africa was 62.2%, South Asia 79.7%, and Pacific 79.4%. Worldwide, there were about 102 million out-of-school children of whom 65 million are girls. Sub-Saharan Africa and South Asia together account for the largest part of these un-enrolled girls, and needs more effort to achieve the Goal 2.

On the other hand, disparities between the genders are getting narrower, except in Sub-Saharan Africa and South and West Asia. In these regions, in contrast to 100 male pupils who transit to the secondary education, there are only 80 female pupils who transit to the next education step.

The Education Task Force has made five major recommendations for donors to achieve the MDGs in the area of education:

- (1) Aid to primary education should be increased
- (2) Recipient countries should be selected in harmony with EFA
- (3) Technical assistance should be reduced; instead, financial aid to current expenditure should be strengthened
- (4) Donor commitments and actions through transparent accountability should be assured
- (5) Monitoring systems should be strengthened, and the dissemination of data, research outcomes, and knowledge should be enhanced

Under these circumstances, the Fast Track Initiative (FTI) was established by the World Bank as a new innovative financing mechanism to meet the financial gap.

The FTI is a new initiative sponsored by key donors to mobilize extra resources to achieve universal primary education for some developing countries which cannot

achieve this goal without external assistance, but meet the FTI criteria. The assistance includes aid for recurrent expenditures, such as teachers' salary. In June 2006, the World Bank selected a first recipient group of 18 low-income and 5 low-enrolment countries, that passed criteria of having a Poverty Reduction Strategy Paper (PRSP) and having an education development plan. In June 2004, education development plans of 12 countries out of 23 candidates were formally approved and these countries were selected as FTI recipient countries..

As discussed above, at this stage the prospects for achieving universal primary education and eliminating disparities by 2015 are pessimistic. There is a logical leap to dismiss technical assistance, but it is evident that donors should increase their assistance to primary education and transit to financial aid as long as they seriously commit themselves to achieve the MDGs in the area of education. The MDGs will not be attained without financial assistance for recurrent costs, as 90% of the financial needs to meet the goals are of recurrent operating costs. The Indicative Framework is deemed as an effective monitoring tool. There is a continuing need, however, for technical assistance to build administrative capacity in developing countries to maximize the resources invested through the FTI framework effectively.

2-4 Towards the Future

In January 2005, the Education Task Force of the Millennium Project released a report entitled *Toward Universal Primary Education: Investments, Incentives, and Institutions*. In this report, it is clearly stated that donors should strengthen political leadership and financial commitment in order to attain EFA and to fulfill FTI's function.¹

As for the education sector, there are relatively more donors involved in donor coordination than other sectors. Countries such as Germany, the UK, France, the USA, the Netherlands, Sweden, Canada, Denmark, and Norway, for instance, have been adopting Sector-wide approaches to educational development. Typically in a developing country such as Vietnam, whose Ministry of Education and Training has a capacity, to some extent, to establish priorities in their development programs, donors have been supporting the individual program approach.

¹ This report was prepared by UN Millennium Project 2005, Task Force on Education and Gender Equality. Four major recommendations for donors are specified:

- (1) Support bold political leadership and provide financial commitments to make Education for All and the Fast Track Initiative work.
- (2) Reform the donor business. Commit new funds in a new way: through a strong, coordinated global effort that rewards and reinforces countries' measurable progress.
- (3) Report on donor commitments and actions through a transparent accountability framework.
- (4) Invest in genuine evaluation of education sector interventions.

One of the characteristics of the education sector in developing countries is that the majority of their education budgets are allocated to recurrent expenditures, such as teachers' salaries, so that little or no financial commitment can be made to a development or improvement budget. Thus, donors can expect limited sustainable contribution or matching support from a developing country on a development project. Because of this and to maximize their impact, many donors, such as the UK, the Netherlands, Sweden, Canada, Denmark, Norway, and the EU, provide much of their financial assistance to the education sector, especially in Sub-Saharan Africa. Donors such as Germany, the UK, the Netherlands, Sweden, Canada, Denmark, and Norway have been providing common or sector fund support to the Ministries of Education in Sub-Saharan African nations.

These various donors' financial and political commitments both at the global level, such as FTI, and the local level, such as sector-wide approach and PRSP, may run the risk of incurring excessive dependence on development assistance and create a negative influence upon the need for recipient governments to have ownership of the development efforts when donor assistance ends. Without such ownership, the efforts will not be sustained and will be wasted. Also, there is a significant risk for donor investments if the recipient government lacks the internal human capacity to implement, monitor, and being transparent for those financial aids. Therefore, the impact on education-related MDGs deriving from effectiveness and efficiency of sector-wide approach including better focused sector financial assistance, common funds, and a coordinated program-based approach, may depend upon each recipient government.

It is evident, however, that there is a financial gap between the available resources and the resources needed for achieving the MDGs in the area of education. There is a growing need for a framework for donor coordination, especially in low-income countries. The Japanese government is expected to play a role in a donor coordination framework, as well as to provide financial assistance, related to recipient countries' progress in achieving the MDGs, their own national development programs, such as PRSP, and in consideration of the educational administrative capacity of each recipient government.

Chapter 3 Efforts by the Japanese Government for Achieving MDGs

3-1 Japan's Development Aid Policies and Assistance for the Education Sector

Historically, education has been always at the core of nation building in Japan. Along with the international trends to strengthen educational assistance, the Japanese government has been attempting to apply its own experiences to educational development in the developing countries, through dispatching education advisors, technical cooperation, citizen participation, school construction and facilities provision by grant aid, acceptance of trainees and students to Japan, mainly in higher and vocational education.

After the World Conference on Education for All in Jomtien, in 1990, the Japanese government launched the development of an organizational structure to support basic education in developing countries. In the 1993 ODA White Paper, prepared by the Ministry of Foreign Affairs, the need for basic education expansion and improvement was stated as one of the priorities in education assistance policies. In 1999, basic education was again mentioned as one of the prioritized areas in the mid-term development policy. As a consequence of the high priority for basic education development, the related development agencies have organized an operational structure for implementing related programs and projects. Since the World Education Forum in Dakar in 2000, a debate has been engaged over the implementation policies of Japan's ODA for educational assistance.

After the Millennium Declaration in September 2000, the Japanese government has adopted the MDGs as its basic principles and priorities for its development assistance, and introduced inter-related policies that include trade and investment promotion, economic infrastructure development, institution building, and human resource development in order to contribute to sustainable economic development in low-income countries. The support for the areas directly concerned with the MDGs, such as education, infectious diseases, environment, and water and hygiene, has been also increased.

The Japanese government released the Basic Education for Growth Initiative (BEGIN) at the G8 Summit, June 2002. This initiative reflected earlier international trends in basic education after the launch of the EFA initiative, and Japan's mid-term development assistance policy formulated in 1999, both of which emphasized the key role of basic education in national development.

BEGIN states Japan's commitment to allocate more than 250 billion yen to basic education assistance in next 5 years from 2002. It also stresses clearly the importance of coordination with other donors, including G8, to achieve EFA. The prioritized areas

are assistance in: 1) enlarging education opportunities; 2) improving education quality; and 3) improving educational policy and management. In December 2002, Japan also suggested in the UN General Assembly to put in place UN Decade of Education for Sustainable Development, lasting from 2005 to 2014.

As part of the above initiatives, the MEXT established the International Education Cooperation Committee in October 2001 in order to examine and assess the effectiveness of educational assistance at the primary education level. The Committee submitted the final report in July 2002. The report recommendations proposed: 1) building a basic system in core universities in Japan to share knowledge and expertise in order to cooperate in primary and secondary education; strengthening the support system for teachers dispatched to developing countries; and 2) creating a support centre under core universities, University of Hiroshima and University of Tsukuba, in which knowledge owned by the academics would be applied to international education cooperation.

3-2 Organizational Structure

Since the adoption of the MDGs, at both the project approval and evaluation stages of each loan, grant, or technical assistance project, the Ministry of Foreign Affairs has confirmed its contribution to achieve the MDGs in the area of education. In addition, in order to maximize the effects of the various projects, the Ministry has been facilitating joint work and coordination among loan, grant, and technical assistance projects, and has been utilizing academic resources from universities in Japan. At the internal Japanese Government level in each developing country, there is a task force consisting of the Embassy, JICA office, JBIC office, and JETRO office staffs to streamline the various efforts to each prioritized sector.

JICA established several committees in 1990 in order to examine the possibilities for support of the EFA initiative. In 2002, JICA also established a study team for the MDGs and set the MDGs as one and JICA's goals. In May 2002, JICA compiled a report, "Approaches for Systematic Planning of Development Projects: Basic education", in which strategies were logically presented. Since then, JICA has been emphasizing the comprehensive approach which supports broader development programs by implementing technical cooperation projects and development studies effectively. In April 2004, JICA restructured its organization, and Human Development Department is responsible for the education and health sectors with regard to the achievement of the MDGs. JICA also led the Japanese government be a membership of ADEA (Association for the Development of Education in Africa).

JBIC has also implemented education projects all over the world. JBIC has an organizational capacity to support both primary and secondary education, in addition to vocational training. The basic approach taken by JBIC is that human resource

development contributes to reducing poverty and enhances economic development. JBIC takes a wider view over the education sector, by trying to benefit poorest people and by reducing poverty on implementing projects. Since the system of JBIC is able to provide financial assistance to developing countries, in 2004, JBIC provided direct financial assistance to the PRSC(3) in Vietnam.

Other supports contributing to the EFA initiative include contribution to international agencies such as UNESCO, UNICEF, the World Bank, and the UN. It is recognized that these international agencies have potentials to deliver support to the regions and countries where there are significant problems in obtaining international knowledge and expertise, political neutrality, and bilateral donors' assistance. Hence, the Japanese government has been promoting collaboration with UNESCO, UNICEF, the World Bank etc through its financial contributions, in conjunction with its bilateral assistance in the education sector.

The Japanese NGOs, based in many communities in the developing world, have been answering detailed development needs at the grass-roots level. For example, through the JICA Partnership Program, the National Federation of UNESCO Associations in Japan has been initiating the World Terakoya Movement since 1989. This program provides the learning opportunity for out-of-school children and adults mainly in Asia.

3-3 Japan's Official Development Assistance (ODA) Commitments for Education

3-3-1 General Trend

Japan's development assistance in 2003 totaled 8.88 billion US dollars, but had declined by 4.3% from the previous year. Out of the total aid, around 70% was bilateral and 30% was multilateral. The assistance to the education sector totaled around 1.69 billion dollars as a whole, which represents approximately 7% of total bilateral development assistance.

The regional distribution of bilateral commitments shows that Asia received 53.6% of total assistance, amounting to 3.23 billion dollars, declining by 21% from the previous year. Africa received 530 million dollars or 8.8% of total bilateral assistance. The Middle East and Central and South America received 416 million dollars (6.9% of total bilateral assistance, 99.5% increased from the previous year) and 464 million dollars (7.7% of total bilateral assistance, 21.7 % declined from the previous year), respectively.

Within the allocation for educational aid, technical assistance received the largest allocation; 75.9 billion yen in 2001, 71.4% of total education aid. Grant aids followed with 16.4 billion (15.4%), along with loan assistance of 14.0 billion (13.2%). Basic

education sub-sector received grant aid of 16.7 billion yen in 2001, which represent 73.9% of total basic education assistance.

3-3-2 ODA for the MDGs in the Area of Education (Direct Contribution)

The efforts expected to contribute directly to achievement of the MDGs in the area of education (See Appendix 1) have the following trends in Japanese Government aid flow between FY 2001 and FY 2003. Table 2 below shows these trends.

Table 2: Bilateral ODA Amount for MDGs in the Area of Education (direct contributions):

Regional distribution between FY 2001 and FY 2003

	Region	ODA (billion yen)	Ratio to Total (%)
1	Sub-Saharan Africa	39.923	25.78
2	Southeast Asia	29.674	19.16
	(of which Indochina)	15.611	10.08
	(of which other SE Asia)	14.063	9.08
3	Central and South America	20.707	13.37
4	Middle East	18.524	11.96
5	South and West Asia	16.473	10.64
6	North-East Asia	14.063	9.08
7	Central Asia*	5.875	3.79
8	Europe	5.859	3.78
9	Pacific	2.805	1.81
10	Others	0.963	0.62
	Total	154.866	100.00

Note: * Indicating the East Europe and former republics of the Soviet Union that are Japan's ODA coverage

(Source : Database compiled by the Study Team based on ODA data)

As shown in Table 2, the largest recipient region was Sub-Saharan Africa, standing at 39.9 billion yen, which represents 25.78% of total education commitments by Japan. Southeast Asia region follows next, standing at 29.67 billion yen, 19.16% of total education commitments. The total amount of the direct contribution to the MDGs in the area of education from FY 2001 to FY 2003 was 154.01 billion yen.

As for the distribution among the recipient governments, the aid flows to loan projects are massive. For example, China received 11.76 billion yen, which makes that country the largest single recipient. Out of top recipient nations, Angola received 5.83 billion yen (the 3rd recipient), Senegal 3.82 billion yen (the 9th recipient), the Republic of South Africa 3.56 billion yen (the 12th recipient), Cameroon 3.34 billion yen (the 14th recipient), and Tanzania 3.3 billion yen (the 15th recipient), counted a third amount out of top 15th countries receiving amount. Among South and West Asian nations, India (the 5th recipient, 4.47 billion yen), Pakistan (the 6th recipient, 4.11 billion yen), and Bangladesh (the 7th recipient, 3.99 billion yen) were the top recipient nations. From Southeast Asia nations, Vietnam received 4.62 billion yen (the 4th recipient),

Cambodia received 3.66 billion yen (the 10th recipient), Myanmar received 3.64 billion yen (the 11th recipient), and Philippine received 3.56 billion yen (the 13th recipient).

In Sub-Saharan Africa, except Kenya which receives a project of the Center for International Parasite Control and the African Institute for Capacity Development, the major recipient countries are where there are grant aid projects for school construction. As mentioned above, Angola received the third, Senegal the 9th, the Republic of South Africa the 12th, Cameroon the 14th, and Tanzania 15th largest amount among recipient countries. The countries with relatively higher capacity in terms of development level, such as South Africa, Senegal, Tanzania, and Kenya received both construction projects and technical cooperation in the area of equipment and facilities, and capacity development. In other countries, however, the number of projects carried out and the variety of aid schemes implemented are relatively limited. Although there are primary school construction projects through grassroots human security grant aid projects in South Africa, Ethiopia, Ghana, Kenya, Tanzania, and Mozambique, the scale is much smaller in the rest of Africa.

In Central and South America, there are similar trends with Africa; i.e. the major recipients have received the larger number of school construction projects. It was only Nicaragua, which received 3.9 billion yen and ranked to the 8th recipient, from Central and South America region that was ranked within 15th recipient countries. In Bolivia and Colombia, pre-school education projects, awareness raising initiatives about gender (against so-called *machismo*), and indigenous people through grassroots human security grant aid are common.

Table 3 shows the ODA flows by development activity clusters, which are presented in the schema in Appendix 1.

Table 3: Bilateral ODA Amount for MDGs in the Area of Education (direct contributions) by Development Clusters between FY 2001 and FY 2003

Cluster of Development Activities	Total Amount (Billion yen)
Activities at children, family and community levels	75.5
Sub-sectors relating to primary education	75.5
Activities at primary school levels	70.1
Increasing Access	18.7
Elimination of disparities	3.3
Improvement of quality	27.6
Improvement of school management	1.0
Non-formal education	2.6
Relevant sub-sectors	16.8
Activities at the administration level	2.7
Educational policies	2.7
Others	0.6
Total	148.9

(Source : Database compiled by the Study Team based on ODA data)

Among the education sub-sectors, “sub-sectors relating to primary education” under “efforts at children, family and community levels” have received the largest allocation of ODA totaling 75.5 billion yen (50.73%). Within this sector, “expansion of health and nutrition services” received 74.9 billion yen (50.31%).

Secondly, “activities at primary school levels” make up 70.1 billion yen (47.06%). Within this sector, more concretely, relevant sub-sectors that include “improvement of quality” costing 27.6 billion yen (18.56% of total), followed by “increasing access” with 18.7 billion yen (12.55%), and “relevant sub-sectors” which includes early childhood education and lower secondary school constructions makes up 16.8 billion yen (11.32%).

Within these sub-sectors, there are general trends in ODA flow by different aid schemes. First of all, the main sources for the expansion of education services expansion were national level grants (13.7 billion yen) and grassroots human security grant aid (4.0 billion yen). Secondly, as for the education quality improvement, the main source of support was grant aid amounting to 20 billion, along with grassroots human security grant aid (4.2 billion). Thirdly, a new scheme, the education sector development study started in 1998, was utilized for expanding educational services, as well as improving education quality, policy and institutional development. Fourthly, sub-sectors relating to primary education received a big amount of aid through loan, grant, and technical cooperation.

One of the key development sectors that received substantial development aid allocations channeled through international organizations by the Japanese Government was the health and nutrition sector. This sector received 3.5 billion yen through the World Bank PHRD², and another 0.4 billion yen to “adequate education policy making”. Through the Human Security Fund, 2.6 billion yen were funded to the health and nutrition sector.

The Ministry of Foreign Affairs offered fund for “adequate education policy making” and “capacity building in educational finance”, both channeled through the UNESCO Trust Fund. The MEXT also provided fund for the “ICT” through the Promotion of Effective Use of Information and Communication Technologies in Education Fund, “development of cultural facilities” through Community Learning Centres General Fund, and another fund for the “curriculum and pedagogy” through Mobile Training Team on Five Programme Areas Fund. Both of these supports were made through the UNESCO Trust Fund.

² Policy and Human Resources Development Fund : This is one of the trust funds of the World Bank, and called ‘Development Policy and human Resource Development Fund’.

UNICEF received funds for school operation and girls' education. The joint fund of the World Bank and the Japanese government called JSCF³ was utilized mainly in the area of "expansion of education opportunities for vulnerable children" and "encouragement of children's readiness".

3-3-3 ODA for MDGs in the Area of Education (Indirect Contribution)

The efforts expected to contribute indirectly to achieving the MDGs in the area of education (See Appendix 1) have the following trends in aid flows between FY 2001 and FY 2003 (Table 4). While the direct contribution ODA amount for the MDGs in the area of education received a total sum of 154.01 billion yen, indirect contribution amounted to 774.8 billion yen, almost five times more than the direct contribution.

The regional breakdown shows that the regions that receive loan aids tend to have larger budgets. Southeast Asia, including Indochina, was the largest recipient (60.26% of total expenditure), followed by Northeast Asia (22.02%). In Indochina and other Southeast Asia countries, various activities to "upper secondary, tertiary education and vocational training", "infrastructure at the community level" such as water, hygiene, electrification, and feeder roads, poverty reduction, income generation were implemented. Northeast Asia received 170 billion yen in these activities. The total aid to Southeast Asia and Northeast Asia counted for 80% of total Japan's indirect contribution to the MDGs.

Table 4: Bilateral ODA Amount for MDGs in the Area of Education (Indirect Contributions) by Development Clusters between FY 2001 and FY 2003

	Region	ODA (billion yen)	Ratio to Total (%)
1	Southeast Asia	466.8	60.26
	(of which Indochina)	230.1	29.70
	(of which other SE Asia)	236.7	30.55
2	North-East Asia	170.6	22.02
3	Central and South America	37.8	4.88
4	Sub-Saharan Africa	37.1	4.80
5	Central Asia	26.2	3.38
6	Middle East	19.1	2.47
7	South and West Asia	10.8	1.39
8	Europe*	3.5	0.46
9	Pacific	2.2	0.29
10	Others	0.4	0.05
	Total	774.8	100.00

Note: * Indicating the East Europe and former republics of the Soviet Union that are Japan's ODA coverage

(Source : Database compiled by the Study Team based on ODA data)

³ Japan Social Development Fund: This was established by the Government of Japan and the World Bank in June 2000 as an untied mechanism for providing direct assistance to the poorest and most vulnerable groups in eligible member countries of the World Bank Group.

The 80% of total indirect contribution was distributed in Southeast Asia and Northeast Asia, although in these areas primary education is relatively developed. If it is difficult to make a change drastically the regional priorities (i.e. prioritize Asia), in order to make an effort to achieve the MDGs comprehensively, it is necessary to consider which approaches to take, direct or indirect, and how much to disburse, according to educational condition and needs of recipient countries.

At the same time, even though access roads and children's health are prerequisite conditions for expanding educational opportunities for children, in reality, the majority of these indirect contributions projects are planned and implemented without taking into account clear quantitative and qualitative impacts on the improvement of education, or on the elimination of gender disparities. It is important, at the initial stage of planning development activities and projects, to consider carefully the impacts on the social sector that may be made by carrying out these indirect programs and projects. In order to utilize limited resource of ODA to education and to maximize the outcome of education assistance, it is necessary to consider the impacts and mutual effects of education sector at the project finding and implementing stage of the relevant infrastructure projects that are expected to contribute to the MDGs in the area of education.

Looking at indirect contributions by different aid schemes, loan programs were the primary source of support for socio-economic development activities, including infrastructure development and poverty reduction (531.2 billion yen), with 68.6% of the total commitments to indirect contributions for achieving the MDGs. This was followed by the grant aid scheme with 68 billion, development study with 14 billion, and technical cooperation with 10.8 billion. As for the development of relevant policies, the World Bank PHRD was the largest contributor with 5.1 billion yen, which was followed by grant aid with 2.4 billion, development study 1.0 billion, and technical cooperation 0.5 billion yen.

In order to conduct a comprehensive approach to improve education in developing countries, it is expected that socio-economic activities such as infrastructure development at community level to increase access for education would play an important role. In addition, approaches to upper-secondary education, technical and vocational education would indirectly improve quality of primary education. As mentioned above, loan is a major contribution in these areas. Therefore, it is important to make it visible the contribution in the area of education in project findings and implementations of loan program in these areas. On the other hand, Sub-Saharan Africa, which needs education assistance urgently, cannot be beneficent of the loan programs. In such a circumstance, we cannot expect effective outcome through ad-hoc project-findings and implementation, separately from education, hygiene, food aid,

infrastructures. Practical coordination among different sectors and among different schemes is indispensable in order to utilize each indirect activity efficiently.

Chapter 4 Analysis of Existing Evaluations on Contributions to Achieve the MDGs Relating to Education

4-1 Approach of the Analysis

In this chapter, we examine the ways in which, and the extent to which, the MDGs in the area of education have been encompassed and handled in development policies and actual development activity implementation. We reviewed evaluation and research reports relating to education, which were published from 2000 onwards. We analyzed how aid policies, strategies, and implementation structure have encompassed towards the MDGs and what factors facilitated and impeded to maximize project effects. This analysis covers 55 reports which include 12 development studies, 10 technical cooperation projects, 19 grant aid projects, two loan projects (of which one is human resource development), seven evaluation projects at the country level, one project research, and four education sector evaluation studies.

4-2 Findings

The majority of the evaluation reports examined the relevance of project objectives by taking into account the development policies of recipient governments, whilst the project relevance to the international trends and the Japan's aid policy is not explicitly indicated. One third of the project reports introduced the MDGs as their project objectives, but the logical links between the achievement of the MDGs and the implementation approaches used in projects are sometimes unclear.

The effectiveness of project implementation organization is not fully considered in many reports, apart from technical cooperation and evaluation projects at the country level. Therefore, the consistency in approach for reaching the goals of projects is not necessarily observed. Although indicators relating to the MDGs are often used as measurable indicators to measure outcomes of the project, base line data and review of existing documents to support these indicators are frequently absent. It is also common that the link between individual projects and their contributions to achieving the MDGs remains unclear. This is explained by the fact that a strategic view toward addressing educational needs is often lacking at the project preparation stage, and hence, the relevance of project approaches toward reaching the goals is not thoroughly explained or indicated. Even though over one third of the evaluated projects had donor coordination to some extent at the project level, more judgment at a higher level is required for the new international trends such as sector program assistance.

There are three issues pertaining to project outcomes emerging from the reports reviewed. First, whilst the MDGs-related policies such as BEGIN were not fully operational in project implementation, a certain number of projects delivered outcomes

that were consistent with policies. This is partly explained by the fact that BEGIN was established along the same lines as the EFA initiative or Japan's ODA mid-term policy. It can be analyzed that even though the BEGIN is not fully considered as an education assistance policy, in some extent, it turned out to have been penetrated in the Japan's ODA. We assume that its practical use on site was a reason.

Second, apart from three evaluation reports, the impacts on the MDGs relating to education are not measured, or, at the project level, the techniques and an assessment system to measure impacts was lacking, although the impact may have been seen. In all development projects by the Japan's ODA there must be a system put in place to monitor and to draw lessons learned from each program and project relating to the MDGs in the area of education at the country, region, and project levels.

Third, apart from technical cooperation projects, an evaluation process using a logical framework (relevance, efficiency, effectiveness, impact, and sustainability) was not employed. Often, the review of project evaluations in the reports with respect to project outcomes related to efficiency, relevance, and sustainability were insufficient. An evaluation of these general outcomes is indispensable in making policies to maximize the limited resource for achieving the MDGs in the area of education. Especially, the application of these outcomes in the evaluation process for grant aid classroom construction projects is crucial to determining which practical approaches are the most effective in helping to achieve the MDGs in the area of education.

In summary, development policies, including the MDGs and BEGIN, are not sufficiently embedded in project implementation strategies and in the subsequent evaluation of projects. However, although not explicitly or, perhaps, consciously addressed in project objectives and evaluations, there were projects which produced outcomes contributing to the achievement of the MDGs. The Japanese government should learn the effective approaches from these individual projects to set into its policy.

Chapter 5 Case study: Programs in Vietnam

5-1 Education Development in Vietnam

In this study, we have selected Vietnam for a case study. The main reasons for selecting Vietnam are that: 1) Japan puts high priority on Asia; 2) among Asian nations, Vietnam receives substantial amounts of aid for the primary education sector; 3) Vietnam has been selected as a FTI country by the World Bank; and 4) Vietnam has completed the MDGs monitoring Report. In addition, the country has developed its own Vietnam Development Goals (VDGs), which were elaborated based upon their own circumstances.

In Vietnam, the gross enrolment ratio was 102 %, net enrolment was 98%, survival rate to grade 5 was 89%, internal efficiency rate (of total cohort, ratio of pupils who complete primary education in five years without dropping or repeating class) 82%, adult literacy rate 96%, and has a male-female ratio in primary school enrolment 51% to 49%. These figures mean that Vietnam is on a good track to achieve the MDGs at least at the primary education level. The Ministry of Education and Training and donors pointed out that better targeting of needs and prioritization of resource uses are necessary in order to fully attain the MDGs. Expansion of educational opportunities for ethnic minorities and disabled children, along with better access to literacy education, can well be anticipated based on Vietnam's past and current development progress. With regard to education quality, transformation of existing double- or triple shift classes into single shift should be expected in the reasonably near future. There is also an emerging priority need to retrain the existing active teachers in order for them to effectively teach the new curriculum.

The country has established its own development goals (VDGs) based on its own development situation. Educational development is being undertaken according to these goals toward the year 2015. The donors, bilateral and multilateral, have been supporting the country's education development activities in various ways. JICA implemented a development study to formulate a primary education sector program (PEDP). This program is aimed at increasing primary school enrolments. Since October 2003, the donors, including the World Bank, have been supporting the Vietnam government to implement the program in 200 counties in 40 provinces. The World Bank selected Vietnam as a FTI country in 2004 and asked for cooperation from other donors.

5-2 Japan's Efforts in Vietnam

The Japanese government, in April 2004, identified three priority development areas in Vietnam for its assistance program. The areas include: 1) promotion of economic

growth; 2) living and social environment improvement; and 3) institutional development. In the education sector, various issues were identified and assistances to primary and secondary education are going to be strengthened. As to primary education, quality of education, disparities by region or by ethnic group, and dropouts will be diagnosed. At the secondary level, support for disabled students will be expected. To promote Japan's ODA more effectively, a task force, consisting of the Embassy, JICA office, and JBIC office, is in charge of supporting the activities directed toward the achievement of VDGs. A JICA specialist in education, who works as an intermediary between the Vietnamese and Japanese sides, has been dispatched to the Ministry of Education and Training in Vietnam.

The ODA support from Japan to Vietnam in 2003 totaled 484 million US dollars, of which grant aid 53 million dollars (11% of total ODA to Vietnam) was provided, technical cooperation 84 million (17%), and loan aid 347 million (72%). For Japan, Vietnam is one of the largest aid recipients together with China and India. These ODA resources are used for primary school construction in northern mountain areas, literacy education programs in collaboration with the National Federation of UNESCO Associations in Japan, and for development studies such as the requirements for the development of primary education sector. Teacher training program at the primary education level has been launched recently. JBIC has not been providing resources for the education sector to date, but assisting financially the Vietnam PRSC(3). JBIC has been engaging already in poverty reduction activities through rural infrastructure development, such as the construction of access roads and expanding electrification.

Geographically, the northern mountain area, because of its remoteness, is Japan's higher priority region for improving access and quality assistance than the rest of the country. In addition to school construction grant aid projects, literacy education in collaboration with the National Federation of UNESCO Associations in Japan, and pedagogy improvement program starting from 2004 also targeted the Northern region. These projects are effective examples that targeted ethnic minority students in order to achieve the VDGs.

Table 5 shows a more detailed breakdown of Japanese aid in Vietnam. Total commitments to education from FY 2001 to FY 2003 were 5.3 billion yen⁴, of which 1.5 billion yen (28%) were allocated to primary education, including expansion of services, elimination of disparities, education quality improvement, and school management improvement.

⁴ The figures in table 5 are based on the total sum of projects, according to the year in which the project started.

Table 5. Japan's ODA for VDGs in the Area of Education : between FY 1990 and FY 2003

	FY 1990 to FY 2000 (billion yen)	FY 2001 to FY 2003 (billion yen)
Aid commitments to contribute to VDGs in the area of education directly	32.9 (3 on annual average)	2.2 ⁵ (0.7 on annual average)
Aid commitments to contribute to VDGs in the area of education indirectly	424.1 (38.6 on annual average)	182.3 (60.8 on annual average)
Total	457.0 (41.5 on annual average)	184.5 (61.5 on annual average)

(Source : Database compiled by the Study Team based on ODA data)

The commitments to activities, expected to contribute indirectly to achieve the VDGs in the area of education between FY 1990 and FY 2000, was 32.9 billion yen, while between FY 2001 and FY 2003 totaled 2.2 billion yen.

The annual average of FY1990- FY2000 of the aid commitments to contribute directly to VDGs was 3 billion yen, but annual average of FY 2001- FY2003 declined to almost the quarter amount, 0.7 billion yen. This resulted from relatively big amount of grant aid for school construction input before FY2000. Although the Japan's priority sub-sector in Vietnam has been primary education since 1990s, there was no link observed between the input data and MDGs or BEGIN. The increase of input in the indirect educational area since FY 2001 may presumably be explained by mounting up infrastructure development assistance and community development assistance promoted by PRSP.

5-3 Review of the Efforts in Vietnam

As for the relevance, efforts undertaken by the Japanese government to provide support towards the achievement of the VDGs in the area of education are consistent with the country assistance program that prioritizes the education sector. With regard to BEGIN, development activities in Vietnam are consistent, such as the project focusing on ethnic minorities in the northern mountain areas, in terms of its philosophy to contribute quantitative and qualitative improvement, to strengthen management capacity, and to promote donor coordination. In terms of donor coordination, the Japanese government has had a limited understanding by donors of the education sector. It has been making an effort primarily to provide capacity building, to build a basic structure in the Vietnamese Government to implement the sector program with direct financial assistance. The primary education sector program formulated through JICA development study can be a breakthrough for the future under these circumstances. JBIC started to provide financial assistance to PRSC, as indicated earlier in this report. An adequate system to monitor the disbursement will be needed.

⁵ Same as above.

As for the appropriateness of process, the Vietnamese government has been showing a strong commitment to the improvement of quality in its education programs, and hence, to achieve the MDGs in the area of education. This is reflected in the fact that the Vietnamese government has developed its own VDGs and established an organizational structure for this purpose. The Embassy of Japan, JICA office, and JBIC office are in charge of project formulation and implementation reflecting educational needs and the development status of the country. The coordination among the Embassy of Japan and Japanese aid agencies and the formulation of the primary education program is required to strengthen the implementation structure of the VDGs-related programs/projects and to promote coordination with other donors.

As for the effectiveness, the grassroots human security grant aid projects contributed to increase in enrolment, thus expanding access. The primary school construction grant projects in the northern areas helped to raise the completion rates. However, the double shift problem was not solved due to the limited number of classroom constructed by the grant aid projects. At present, under the grant aid scheme, the types and specification standards for facilities to be built are relatively rigid. With relation to cost-benefit, in order to produce outcomes related to education quality, some review and possible changes in grant aid schemes will be needed to implement more flexible development programs and projects.

The literacy programs have apparently contributed to eliminating gender disparities in the places where they have been implemented. These programs function as core venues for community members. Training programs concerned with livelihood improvement or mother and child health are also held along with the literacy programs. Where these programs have expanded to other parts of the country, the impacts are substantial in terms of both quantity and quality. On the other hand, the primary education sector program developed through the JICA development study has also contributed to strengthening local education management capacity, since the program is aimed at capacity building in educational planning at the central and local levels. The program addresses development needs at the province level.

The programs and projects undertaken by the Japanese government range from direct assistance, such as the expansion of access to primary education, to more comprehensive approaches, such as policy assistance in PEDP formulation and rural infrastructure development. Overall, it can be concluded that Japan has provided effective development assistance to achieve the education-related VDGs in Vietnam, through country development of Vietnam itself.

Chapter 6 Overall Evaluation

6-1 Relevance of Objective of Japan's ODA Policy

Prior to BEGIN, there had been no government ODA policy of Japan specialized in the education sector. It was formulated based upon international trends including the EFA initiative. BEGIN was announced in 2002 as Japan's first education ODA policy, with basic education sector as a priority.

Expansion of access to basic education is one of the BEGIN high priorities. It is expected that implementation of BEGIN would strongly support the achievement of goal 2 of the MDG; i.e., 'achieve universal education'. The MDG goal 3 that 'promotes gender equality and empowers women' is not included as a priority in BEGIN. Nevertheless, improvement in educational opportunity, quality improvement, and capacity building will contribute to the gender equality goal. The basic principles of BEGIN assist self-help efforts by recipient governments, promoting community participation and mobilization of available resources, and coordination with other development sectors. This reflects Japan's comprehensive approach which addresses the concerns of both community and administrative stakeholders. These approaches are also relevant to the MDGs relating to education.

BEGIN intended to challenge coordination and cooperation among G8 Kananaskis summit members to support the achievement of EFA. In BEGIN, it is clearly stated that Japan will seek to share its development assistance goals with international agencies and other donors in the education sector.

Under the current circumstances, Japan has difficulties in providing direct financial assistance, especially for target countries' recurrent costs, which is one of the main supporting pillars in FTI promoted by the World Bank. It is expected to examine this possibility as one of the ways in which Japan contributes to the FTI.

6-2 Appropriateness of Process of Japan's Efforts

BEGIN was released almost immediately after the MDGs were adopted by the UN and the international development partners. It represented the strong message that Japan is firmly committed to the MDGs in the area of education. In the BEGIN policy formulation process, representatives from the Ministry of Foreign Affairs, the MEXT, JICA, JBIC, and academics contributed to the numerous discussions. Consequently, BEGIN reflects the comprehensive viewpoint of different stakeholders.

However, even after BEGIN was announced, various projects were implemented under existing conventional policies and annual plans, despite the new policy. The new BEGIN system by which individual projects are monitored and evaluated with regard

to their relevance to BEGIN has not yet been established. It is still expected that a system to monitor the progress and outcomes established in BEGIN will eventually be created.

The staff members of JICA and JBIC now appear to share a relatively adequate understanding about the EFA initiative and the MDGs in the area of education. As a consequence, the MDGs are recognized in preparing development programs, implementation plans, programs and projects. At the Japan's internal mission level in each developing country, a task force, consisting of the Embassy, JICA, JBIC and JETRO, examines an implementation approach for each task. The organizational structure for implementation process for primary education assistance programs is also being established.

The roles of the task force should be strengthened so that the Japan's aid-related agencies can cooperate and are coordinated to practice efficiencies and maximum benefits to recipients in implementing programs and projects. Currently, there are some cases where grant aid projects and technical cooperation are coordinated by using different schemes such as JOCVs, counterpart fund, and grassroots human security grant aid to facilitate inter-agency cooperation. Since the overall ODA budget has been in decline since 1998, by combining various aid schemes such as loans, grant aid, technical cooperation, grass-roots grant, JOCVs, senior volunteers, and NGOs, the use of funds contributed to the international aid organizations, expertise and efforts make it possible to get a maximum impact on achieving the MDGs result from the total Japanese government investment.

By reviewing periodic and final project reports, it was revealed that there are very few references to the relationship between individual projects and the MDGs in the area of education or BEGIN. Both quantitative and qualitative indicators, which enable to measure the impacts on or contributions to the achievement of the MDGs in the area of education, and the monitoring and evaluation process based upon these indicators are often absent, even when project indicators may by chance correspond with those of BEGIN and MDGs.

Donor coordination is emphasized in ODA Charter, ODA mid-term policy, and BEGIN. At the Japan's internal mission level in each developing country, members of aid-related agencies attend education sector donor meetings to present Japan's aid policies and individual project implementation plans and activity progress. At this stage, however, due to the insufficient capacities of decision-making in the embassy and aid agencies field offices and due to insufficient language and negotiation skills of the Japanese staff members, it is sometimes difficult to initiate fruitful discussions in in-country donor meetings.

It is important to note that the European aid agencies and multi-lateral aid agencies, such as the World Bank, have been promoting assistance based upon a sector wide approach in recent years. In countries where this approach is adopted, for example in Tanzania, other donors do not understand the narrower project based approach pursued by Japan. This narrower approach raises serious questions as to the sustainability by recipient countries of the aid efforts supported by Japan. For this reason, it is indispensable that at the project formulation stage there must be an agreement with the recipient country and other donors as to project purposes, intended outcomes and long term commitments by the country to sustain the project after it ends.

The Country Assistance Program for Vietnam, which was revised in April 2004, identified the education sector as a priority. In Vietnam, the task force, consisting of the Embassy, JICA office, and JBIC office, was established to maximize the impact of various development activities toward the achievement of VDGs. JICA has been playing the major Japanese donor agency role in the primary education sector in Vietnam, whilst the Embassy has been providing grassroots human security project budget for primary school construction. JBIC does not offer programs or projects directly relating to primary education. Rather, it plays a more indirect role by promoting rural infrastructure development, so as to contribute to improved access to educational facilities. The local internal task force, as an organizational structure, has been delivering relatively tangible results. However, it is becoming evident that another structure will be needed to monitor and evaluate projects implemented in order to measure the impact of projects on the achievement of VDGs.

In Vietnam, the literacy education program by the National Federation of UNESCO Associations in Japan received grant aid through JICA partnership program. This literacy program has been embraced broadly by local people in the north mountainous remote area with high reputation and has expanded its activities. This can be a good practice of effective NGO support by the Japanese ODA.

6-3 Effectiveness of Outcomes of Japan's Efforts

As pointed out earlier, the education assistance activities by the Japanese government had been following international aid trends such as the EFA initiative and the Dakar Framework for Action, prior to the MDGs announcement. As a consequence, there is no major difference in ODA funding flows between the 1990s and the 2000s. From 2001 onwards, the comprehensive approach as a basic principle has been more heavily emphasized, and Japan has been continuing to invest in both direct and indirect contributions, which would contribute to achieving the MDGs in the area of education.

As shown in Tables-2 and 4, Northeast Asia and Southeast Asia are the regions that receive the highest percentage of the total amount of Japan's ODA input directly and indirectly contributing to the MDGs. Sub-Saharan Africa received 25.78% of total

investment in direct activity investments for achieving the MDGs in the area of education, and merely 4.80% for indirect contributions. Southwest Asia accounts for only 10.64% for direct contributions, and 1.39% of indirect contributions.

These ratios are much lower than the other Asian regions. Japan's ODA has aimed at effective contribution to the achievement of the education related MDGs through the comprehensive contribution, as is shown in BEGIN and its mid-term ODA policy statement. Therefore, it may be desirable to reconsider regional distribution of direct and indirect investment to Sub-Saharan African countries and Southwest Asian countries in the context of the development needs of these countries.

Table-6 shows the difference between ODA disbursement of funds for direct and indirect contributions that relate to a set of the MDG educational system performance indicators which measure the extent to which recipient countries are reaching the MDG education targets.

Among the five indicators shown in the table below, indicator 7, 'Proportion of pupils starting grade 1 who reach grade 5,' received the highest proportion of ODA funds, followed by the indicator 6, 'Net enrolment ratio in primary education'. In both cases, efforts through indirect contributions have higher proportions than direct contributions.

Table-6: Japan's ODA for the MDGs in the Area of Education : between FY 2001 and FY 2003

MDGs targets and indicators	Total commitments to direct contributions for the MDGs in the area of education (billion yen)	Total commitments to indirect contributions for the MDGs in the area of education (billion yen)
Indicator 6: Net enrolment ratio in primary education	100.3	643.4
Indicator 7: Proportion of pupils starting grade 1 who reach grade 5	127.8	737.1
Indicator 8: Literacy rate of 15-24 year olds	6.8	52.4
Indicator 9: Ratio of girls to boys in primary, secondary, and tertiary education	97.7	63.4
Indicator 10: Ratio of literate females to males of 15-24 year olds	6.8	52.4

(Source : Database compiled by the Study Team based on ODA data)

Among indicators relating to gender, the indicator 9 'ratio of girls to boys in primary, secondary, and tertiary education' is the largest recipient, mostly through indirect contributions. Both the indicator 8 and 10 appear to be lower priorities.

As described in Chapter 3, Japanese aid activities for direct contribution to the MDGs by aid funding schemes, grant aid and grassroots human security grant aid are the main players for "expanding education access". These two schemes are also important for "improving quality" of the school facility rehabilitation programs. Moreover, in the education sub-sectors such as health and nutrition improvement for the greater "readiness of children", the contributions of these two aid funding schemes are relatively high. Within these three areas, the total disbursement of grassroots human

security grant aid was around 25% of the total grant aid amount. However, from the viewpoint of the construction costs, the number of schools constructed or rehabilitated through grant aid is probably equivalent with that of grassroots human security grant aid. School construction projects through grant aid scheme are often taken place in sites with geographically relatively easy access. This means that it may incur quality improvement, but may not contribute to the access improvement.

The development study scheme relates to quality improvement in primary education, expansion of educational opportunities, and the development of education policies and institutions. This scheme was in the past used by JICA, for collecting and analyzing data in order to formulate an overall development improvement plan. In recent year, more practical and immediate actions, such as the promotion of community participation and capacity development, teacher training, and rehabilitation of school facilities, took place. The technical cooperation scheme had been mainly used for secondary education development. Development study contributions have been larger than those of the technical cooperation scheme in supporting quality improvements of primary education so far.

Contributions to non-formal education, such as literacy programs and pre-school education, have been provided through grant aid and grassroots human security grant aid schemes, but the contributions by partnership programs with NGOs are substantial too. A good example of this is the literacy education program in Vietnam by the National Federation of UNESCO Associations in Japan. This program is called the 'World Terakoya Movement' and is deployed in some Asian nations.

On the other hand, total share of fund in ODA through international organizations to leverage its professional knowledge and know-how is still small. Thus it would be a strategic area for effective and sustainable assistance in terms of equipment and capacity development in the area of education.

Grant aid, grassroots human security grant aid, and technical cooperation schemes have been implemented in Asia, Africa, and Central and South America. In most of the cases, the components of these projects are almost identical; using similar procedures, schedules, itemized budget allocation frameworks, and organizational structures. Some countries in Southeast Asia have achieved marked expansion of access to education opportunities and have been made major efforts to improve education quality, whilst most of the African nations still lag far behind. Hence, different approaches are appropriate for different regions, according to specific local needs and conditions. This more tailored approach should lead to substantial progress toward achieving the MDGs in the area of education both in terms of increased internal efficiency and improved educational quality.

Approaches to eliminate gender disparities, related to the MDGs 3 “Promote gender equality and empower women”, there was no specific knowledge to draw concrete recommendations, except the actual input evaluation. However, eliminating gender disparity is a critical challenge to increase access to primary education. The Japanese government should pay attention to gender equality in project or program planning, implementing, monitoring and evaluation.

Chapter 7 Recommendation

7-1 Relevance of Objective of Japan's ODA Policy

7-1-1 Review of Organizational Structure and Mainstreaming of BEGIN

In order to strengthen the commitment to and the delivery of education development assistance to support the achievement of the EFA goals generally and specifically the MDGs in the area of education, a strategy that shows an orientation of the Japanese government is important. We pay attention to BEGIN once again that was planned and announced in 2002. First of all, it is necessary to review the contents of BEGIN, along with Japan's aid past performance and mid-term evaluation on Japan's contribution to the MDGs in the area of education. Secondly, according to the review, the Japanese government should set indicators and concrete implementation schedule of BEGIN. The Japanese government also needs to build a system of monitoring and evaluation, including establishment of a new section. BEGIN should be the mainstream for development assistance in the education sector. The agency that will be responsible for the implementation of BEGIN shall carry out the following tasks:

- (1) Provide the links to the EFA goals, the MDGs in the area of education, and BEGIN, in developing assistance policies and plans for each recipient country.
- (2) Provide the links to the EFA goals, the MDGs in the area of education, and BEGIN, in preparing all projects relating to direct and indirect contributions to the achievements of these goals, and establish the system by which the progress shall be monitored and evaluated with measurable indicators.
- (3) Implement the monitoring with the MDGs and BEGIN measurable indicators for all projects in order to implement a regular and systematic assessment of Japan's primary education assistance. This would enable to obtain insight into the lessons learned and recommendations so as to education assistance would be improved. The assessment results would be published for accountability.

These recommendations will make it possible to establish a common monitoring and accountability framework for all projects and establish the basis for coordinated decisions regarding Japan's education assistance, which involves the Ministry of Foreign Affairs, the MEXT, JICA, JBIC, consultants, and NGOs.

7-2 Appropriateness of Process of Japan's Efforts

7-2-1 Reconsideration to Donor Coordination and Direct Financial Assistance

Typically, in recipient countries, the ratio of recurrent educational costs including teachers' salaries is very high versus the total budget for the education sector. The

demand for the financial assistance for recurrent expenses is considerable. Nevertheless, the Japanese aid position has been negative toward such support as there are serious questions and problems about the timing when such aid can be withdrawn once it is started, raising concerns about sustainability, and, at the end of such assistance, a lack of recipient country's ownership for implemented improvements.

In low-income countries, often donor coordination in the sector program approach is encouraged. The global initiative including FTI is also encouraged. In these countries, if the international community has committed to the achievements of the MDGs in the area of education by the target year, both donor coordination and financial assistance are essential and unavoidable. Japan's absence from these coordination arrangements will hamper project efficiency by facilitating needless duplication of efforts. The effectiveness and credibility of Japan's education assistance may be questioned, which could adversely affect Japan's presence and interests.

It is desirable to create the Japan's government policy and operating system that will enable the government to provide direct financial assistance or contribution to a common basket with other donors, so that Japan's aid will be more effectively and efficiently used and continue to promote its policy objectives of fostering in recipient countries self- help efforts and sustainability of improvements achieved. Such an approach will help Japan aid to keep pace with international development assistance trends.

Inside Japan, there is a need to develop a more effective communications and public information system in order to have a clearer and wider understanding and appreciation for the benefits to all concerned for the overall education assistance efforts of the Japanese government. Such understandings and appreciations should lead to Japan's improved and expanded participation in donor coordination. For this to happen, it will be necessary to create: 1) an information collection and dissemination system for individual countries; and 2) a research scheme coordinated, if possible, with other donors, to develop specific assistance plans for prioritized countries.

7-2-2 Promotion of Comprehensive Approach for Achieving the MDGs in the Area of Education

The present study evaluated the present supports that directly contribute to the achievement of the MDGs in the area of education, along with the supports that potentially and indirectly contribute to reaching these goals. The basic approach of BEGIN is that the education sector is best accomplished in conjunction with other development sectors, and so a comprehensive approach is needed to in pursue the achievement of the MDGs in the area of education. As described in Chapter 3, the investment in community infrastructure development totaled 600 billion yen for four years; 2.7 times as large as the investment in direct support for the education sector.

The potential of these infrastructure developments is enormous if their contributions or links to the education itself are explicitly conscious and understood. However, the effects of such infrastructure projects will not be at a maximum and capitalized upon if their contributions to the education remain obscure and not articulated at the planning stage of the projects.

Not only to achieve the MDGs in the area of education, but also to all the MDGs, it would be effective to make checking items regarding to BEGIN philosophy, during the process of project findings of infrastructure development projects that expect any outcome on education and social development. In planning and implementing infrastructure development projects, including loan projects, the following issues should be taken into account so that their links to the MDGs in the area of education and other social development sectors will be ensured:

- (1) The potential impacts of projects should be clearly assessed and indicated as over-arching goal(s) at the planning and preparation stage.
- (2) The potential coordination between a proposed project and other ongoing projects in the country or in the region should be facilitated.
- (3) The local potential for contributing resources for a project should be fully recognized and utilized in planning the project, especially in the selection of construction sites, assisting in oversight monitoring and in generating community participation.
- (4) Quantitative and qualitative indicators should be established at the planning stage to allow impact measurement, and baseline data related to those indicators should be collected at the initial stage of project.
- (5) The impacts on the education sector should be assessed systematically and on a regular periodic basis in all project monitoring and evaluation processes.
- (6) The results of planning, monitoring, and evaluation of projects should be combined and utilized for the monitoring and evaluation of BEGIN.

7-2-3 Effective Utilization of Multilateral Assistance to Education

It is recognized that international aid agencies have a significant potential to deliver support to the regions and countries where there are problems in obtaining international specialized expertise and knowledge, political neutrality, and facilitating bilateral donor assistance. Hence the Japanese government has supported these agencies in conjunction with its bilateral assistance. The education sector is no exception. The Japanese government has been promoting collaboration with UNESCO, UNICEF, and the World Bank through its financial contributions in pursuing the EFA initiative and the MDGs.

There are multiple funds created by the Ministry of Foreign Affairs as well as by the MEXT for supporting these international agencies. However, the coordination among these funds is insufficient. The contributions to the international organizations are independently budgeted and made by each ministry, but the information as to the total contributions for each agency is not shared and a total or comprehensive picture of Japan's assistance effort is not possible, thus preventing a proper analysis of allocations and their impacts. Such an analysis is necessary to determine whether such investments are receiving expected returns in expected improvements. This makes it difficult to maintain the needed balance among sectors, and among agencies in delivering the most effective and efficient projects possible. Another obstacle to maximum use of resources arises from the fact that system for assessing the uses of these funds has yet to be created in UNESCO and UNICEF.

The monitoring and evaluation as well as the accountability by these international agencies as to the use of budgeted funds and their outcomes should be strengthened. If necessary, both the Ministry of Foreign Affairs and the MEXT should create their own system by which activities and outcomes through these funded programs are monitored and evaluated. Also it may be recommended to pursue better coordination between these funds and individual projects within each Country Assistance Program.

7-3 Effectiveness of Outcomes of Japan's Efforts

7-3-1 Development of Plans for Individual Regions and Countries for Achieving the MDGs in the Area of Education

As described in Chapter 6, there are trends in Japanese aid programs and projects by regions and by countries. The trends usually reflect historical and geographical associations between Japan and the recipient countries, and do not necessarily imply the relative extent of educational needs.

There is a need to develop education assistance plans tailored for individual regions and countries in order to contribute more effectively toward the achievement of international education goals.

In developing plans, Japanese aid needs to identify: 1) priority need areas in the education sector; 2) the most suitable aid scheme (loan, grant, or grassroots human security grant aid) to address the identified priority need area, and in accordance with the economic and technical levels of the recipient country; and 3) the possibility combining or consolidating projects to pursue a comprehensive approach.

7-3-2 Diversification of Technical Cooperation

To achieve the MDGs in the area of education, most donors will mainstream financial support in education assistances. However, in order to ensure transparency of the

financial aid, technical cooperation that aims to build capacity of central and local education administration will be highly required.

On the other hand, although Japan's technical assistance in education sector since 1990 has been expanding mainly in the area of enhancing quality of education, community participation, and children's living conditions, assistance in upper-secondary and tertiary education still accounts for most of the education assistance. In future, the Japanese government or executing agencies are required to expand its target sub-sector gradually into primary education for both formal and non-formal education. In addition, under BEGIN, assistance is required to enhance its partnership with international community, effective use of local resources, and to eliminate gender disparities. By diversification with these areas, the Japan's efforts will be able to contribute directly to achieve the MDGs in the area of education, quantitatively and qualitatively.

7-3-3 Utilization of Grant Aid

The total amount of grant aid invested in the education sector, particularly in the expansion of education opportunities, quality improvement, and capacity building is enormous. However, in pursuing the quantitative expansion of access to education opportunities through grant aid scheme, there are some limitations. Also, under decentralization process and direct budgetary support, recipient governments may reduce its budget allocation to the targeted area funded by the grant aid⁶. In countries where the chance of achieving the EFA goals is high, and secondary education is now becoming a priority, there is a demand for the grant aid with high quality, easy maintenance, and longer life school constructions. On the other hand, for countries like Sub-Saharan Africa that prioritize to expand access to education, there is a highly need for more schools with a minimum qualified and safe specification.

The new ODA mid-term policy states that the contribution to the achievement of the MDGs is the central priority for development assistance by Japan. The grant aid scheme focused on the achievement of the MDGs education and EFA goals is recommended, which includes the following provisions.

- (1) The study and selection process will be implemented by the local government officers, with assistance from Japanese consultants, providing, at the same time, capacity building opportunities for recipient country personnel.
- (2) Provide measurable indicators related to the MDGs and BEGIN to measure the progress towards the education the MDGs at the initial stage of a project, and implement a baseline study. Monitoring and evaluation will be carried out using the same indicators.

⁶ Ministry of Foreign Affairs (2005). Country Assistance Evaluation of Ethiopia

- (3) Wherever possible, use local resources, such as consultants and construction workers, in implementing the basic designing and construction of facilities.
- (4) Narrow down the inputs of Japanese consultants (period of time, timing and number). Still, the consultants should be responsible ultimately for the basic design, detailed specifications, supervision, operation and management and financial management in order to assure accountability and capacity building of local officials.
- (5) Along with construction work, school management, PTA function and community participation in the maintenance of facilities and equipment should be strengthened.
- (6) Community participation should be promoted after ensuring the schedule and quality of facilities.
- (7) In geographically difficult areas, the overall construction works should be stretched out for several years. This can be managed by splitting the work into several phases. Budgeting, financial management and reporting can be separated in each year.

7-3-4 Utilization of Grassroots Human Security Grant Aid Scheme

The grassroots human security grant aid projects are implemented based upon a request made by a recipient organization and supports the expansion of access to education opportunities and to quality improvement. This scheme highly appreciated by the recipient country enables the recipient to plan and carry out a project. It can address local needs relatively quickly, ensure country and community ownership of a project, and reach areas with difficult access. Thus this scheme can contribute to high aid effectiveness.

This scheme is administered by diplomatic office. At present there is no such a system by which project impacts are maximized and coordinated. For example, a school built through this scheme cannot receive benefits (textbooks, for instance) from other education projects, nor can teachers join a wider network for participating in training.

The sense of local ownership of schools constructed by grassroots human security grant aid project is relatively high at both school and community levels, and it is publicly recognized that the facility was built by Japan. By additional budgets of grassroots human security grant aid or by using local JICA office budgets, textbook distribution, teacher training or enhancing parental participation for the existing grassroots human security grant aid project school will multiply the impacts of the project. These coordinations are effective even under limited budget.

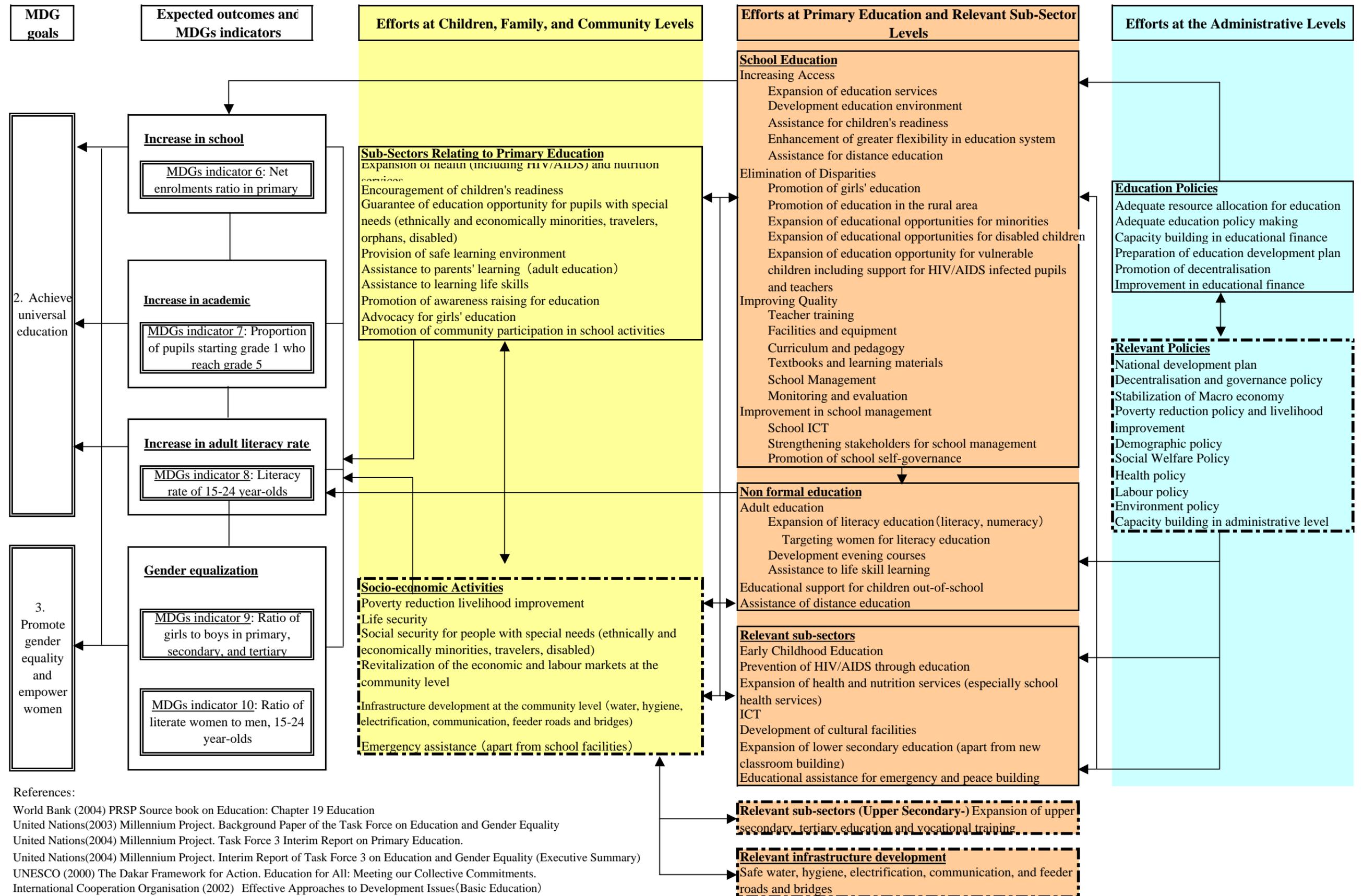
If additional budgets are allocated for the existing grassroots human security grant aid project schools, the impacts of the project will be multiplied. Alternatively, by using local JICA office budgets, textbook distribution, teacher training, or enhancing parental participation will be carried out more intensely so that the capacity of school is strengthened.

7-3-5 Loan Projects for Primary and Secondary Education

The fact that the basic education does not generally benefit from loans cannot be substantiated or justified with regard to the potential impacts on improved and more accessible basic education and consequently on economic growth. More efforts should be made to implement basic education projects through the loan scheme. Co-financing with the World Bank, ADB, IDB, AfDB can be the first step, and capacity building of monitoring basic education sector within JBIC is required.

APPENDIX 1

Appendix 1 Schema of Japan's Efforts to Achieve the MDGs in the area of Education



References:

World Bank (2004) PRSP Source book on Education: Chapter 19 Education
 United Nations(2003) Millennium Project. Background Paper of the Task Force on Education and Gender Equality
 United Nations(2004) Millennium Project. Task Force 3 Interim Report on Primary Education.
 United Nations(2004) Millennium Project. Interim Report of Task Force 3 on Education and Gender Equality (Executive Summary)
 UNESCO (2000) The Dakar Framework for Action. Education for All: Meeting our Collective Commitments.
 International Cooperation Organisation (2002) Effective Approaches to Development Issues(Basic Education)

APPENDIX 2

Appendix 2: Framework for Evaluation

Japan's ODA Efforts to be evaluated : Mid-term Evaluation on Japan's Contribution to the Achievement of the MDGs in the Area of Education (See schema in Appendix 1)

**Period covered : 2000 to 2004
(Policy evaluation covers 1990 to 2004)**

- (1) Effort in the formal and non-formal education, their relevant sub-sectors, primary education-related sub-sectors, and educational policies and institutions

(These are specified with a line in the schema in Appendix 1)

Methodology: Data collection and analysis covering all developing countries. As for the sample country, each case will be analyzed in terms of relevancy, adequacy, and efficiency. Lessons learned and policy implications will be drawn based on these two analyses.

- (2) Effort in the upper-secondary education, socio-economic activities, infrastructure development, and relevant policies

(These are specified with a dotted line in the schema in Appendix 1)

Methodology: Data will be collected and analyzed in relation to activities established aimed at contributing indirectly to achieving MDGs, or activities whose outcomes have contributed to achieving MDGs. Several cases will be analyzed in order to evaluate the extent to which they are relevance, efficiency, adequacy, and impact as a means to illustrate best practice.

Perspective	Criteria	Contents to be Evaluated / Indicators	Data source
I. Purpose	Relevance	1. Japan's development assistance policies in relation to achieving MDGs (including Basic Education for Growth Initiative; BEGIN) and policies in education sector:	Literature review - MDGs documents of the UN institutions, the World Bank, and other donors - MDGs documents of the Ministry of Foreign Affairs (MOFA) - MOFA's BEGIN documents - ODA White Paper
		Indicator 1-1 An analysis with documentation of the extent to which Japanese aid policies are consistent with the aid policies at the higher level	Interview with: - MOFA, JICA, JBIC - Academics
		Indicator 1-2 An analysis with documentation of the extent to which Japanese aid policies are consistent with development policies, strategies, educational policies and strategies of the recipient governments	
		Indicator 1-3 An analysis with documentation of the extent to which Japanese aid policies are consistent with the international trend, other main donors' policies, and donor coordination	
		Indicator 1-4 An analysis with documentation of the extent to which Japanese aid policies are consistent with the logic of achieving MDGs	
		2. Education-related efforts by the Japanese government aimed at achieving MDGs in sample country:	Literature review - ODA White Paper and its relevant reports - Aid policy and plan according to the country - Education development plan of the sample country including SWAP, PRSP, CCA/UNDAF - National development plan and decentralisation policies of the sample country - Evaluation reports on education related programmes and projects
		Indicator 2-1 An analysis with documentation of the extent to which past, present and planned Japanese aid activities are consistent with the aid policies at the higher level	Interview with: - MOFA, JICA, JBIC - Ministries of finance and education of the sample country - Other donors, NGOs
		Indicator 2-2 An analysis with documentation of the extent to which past, present and planned Japanese aid activities are consistent with development policies, strategies, educational policies and strategies of the sample country	
		Indicator 2-3 An analysis with documentation of the extent to which past, present and planned Japanese aid activities are consistent with the international trend, other main donors' policies, and donor coordination	
		Indicator 2-4 An analysis with documentation of the extent to which past, present and planned Japanese aid activities are consistent with the logic of achieving MDGs	
		3. Socio-economic activities, infrastructure development, and relevant policies by the Japanese government aimed at achieving MDGs in sample country:	Literature review - ODA White Paper and its relevant reports - Aid policy and plan according to the country - Education development plan of the sample country including SWAP, PRSP, CCA/UNDAF - National development plan of the sample country, Decentralisation policies
		Indicator 3-1 An analysis with documentation of the extent to which past, present and planned Japanese aid policies and activities are consistent with the aid policies at the higher level	
Indicator 3-2 An analysis with documentation of the extent to which past, present and planned Japanese aid policies and activities are consistent with development policies, strategies, educational policies and strategies of the sample country			

Perspective	Criteria	Indicators	Data source
I. Purpose (continued)	Relevance (continued)	<p>Indicator 3-3 An analysis with documentation of the extent to which past, present and planned Japanese aid policies and activities are consistent with international trend , other main donors' policies, and donor coordination</p> <p>Indicator 3-4 An analysis with documentation of the extent to which past, present and planned Japanese aid policies and activities are consistent with the logic of achieving MDGs</p>	<p>Interviews</p> <ul style="list-style-type: none"> - MOFA, JICA, JBIC - Ministries of finance and education of the sample country - Other donors, NGOs
.Process	Efficiency	<p>4. Policy formulation process of education-related MDGs such as BEGIN:</p> <p>Indicator 4-1 An analysis with documentation both systematic and anecdotal with a rating of the adequacy of the organisational structure</p> <p>Indicator 4-2 An analysis with documentation both systematic and anecdotal with a rating of the adequacy of the basic information, procedures, and working schedule</p> <p>Indicator 4-3 An analysis with documentation both systematic and anecdotal as to the coordination among aid agencies (JICA, JBIC) and related ministries</p>	<p>Literature review</p> <ul style="list-style-type: none"> - BEGIN documents on its formation and minutes of meeting <p>Interviews</p> <ul style="list-style-type: none"> - MOFA, JICA, JBIC - Academics
		<p>5. Implementation of policies for education-related MDGs such as BEGIN and other efforts:</p> <p>Indicator 5-1 The results of a systematic assessment and anecdotal analysis of the adequacy of the organisation structure of aid agencies to determine if the policies implemented are efficient and flexible and well-coordinated.</p> <p>Indicator 5-2 The results of an assessment of the adequacy of a monitoring system put in place by the Japanese Government covering its MDG activities and effort.</p> <p>Indicator 5-3 The results of an analysis with documentation as to the extent to which the Japanese Government policies and activities followed international trends and fostered donor coordination</p>	<p>Literature review</p> <ul style="list-style-type: none"> - BEGIN documents - MDGs documents, Monitoring reports <p>Interviews</p> <ul style="list-style-type: none"> - MOFA, JICA, JBIC - Academics
		<p>6. Japan's education related efforts for achieving MDGs in sample country:</p> <p>Indicator 6-1 The results of an analysis with documentation of the extent to which the MDGs were taken into account in formulating aid policies and programmes</p> <p>Indicator 6-2 The results of an analysis with documentation of the extent to which the Japan's organisational structure in the sample country was adequate for achieving MDGs</p> <p>Indicator 6-3 The results of an analysis with documentation of the extent to which the the educational policies, strategies, and needs were well considered in formulating and implementing programmes and projects</p> <p>Indicator 6-4 The results of an analysis with documentation of the extent to which the roles of NGOs and the private sector were considered</p>	<p>Literature review</p> <ul style="list-style-type: none"> - ODA White Paper and its relevant reports - Country Assistance Policy - Aid policy and programmes - Evaluation reports on education related programmes and projects <p>Interviews</p> <ul style="list-style-type: none"> - MOFA, JICA, JBIC - Ministries of finance and education of the sample country - Other donors, NGOs - Academics

.Outcome	Input	<p>7. Japan's aid input (existing data and documents covering 1996-2000) in relation to MDGs for all developing countries from 2001 to 2004 by MDGs target Indicator (all developing countries, prioritized areas, aid schemes, regions, years) in relation to: (1) the education sector; and (2) socio-economic assistance, infrastructure development, and relevant policy development</p> <p>Indicator 7-1 The results of an analysis with documentation of an accounting of the kinds of trends and characteristics observed by aid schemes</p> <p>Indicator 7-2 The results of an analysis with documentation of the extent to which the trends and characteristics were observed by regions</p> <p>Indicator 7-3 The results of an analysis with documentation of the extent to which the trends and characteristics were observed by years</p>	<p>Literature review</p> <ul style="list-style-type: none"> - Statistics on aid - ODA White Paper and its relevant reports <p>Interviews</p> <ul style="list-style-type: none"> - MOFA, JICA, JBIC - Academics
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Perspective	Criteria	Indicators	Data source
.Outcome (continued)	Input (continued)	Indicator 7-4 The results of an analysis with documentation of the extent to which the trends and characteristics were observed against the prioritized areas	
		8. Education policy of Japan's aid to achieve MDGs in the Area of such as BEGIN:	Literature review - BEGIN related documents - MDGs documents, Monitoring reports - Evaluation reports on education related programmes and projects
		Indicator 8-1 The results of an analysis with documentation of the extent to which the basic principles shown in aid policy (e.g. BEGIN) are reflected in making inputs into the education sector?	- Evaluation reports on education related programmes and projects
		Indicator 8-2 The results of an analysis with documentation of the extent to which the kinds of inputs or outcomes were observed in organisational structure and donor coordination	Interviews - MOFA, JICA, JBIC - Academics
		Indicator 8-3 If existing documentation is developed or made available from other sources, the results of assessments of efficiency, relevancy, impact, and sustainability in the education sector, including an identification of best practices	
		9. Education-related efforts by the Japanese government aimed at achieving MDGs in sample country: (If possible from 1990 to 2004) by MDGs target indicator (all developing countries, prioritized areas, aid schemes, regions, years)	Literature review - Statistics on aid - White Paper, Related reports - Country Assistance Policy - Aid policy and programmes - Evaluation reports on education related programmes and projects
		Indicator 9-1 A description of trends and characteristics of Japanese Government aid activities conducted by aid schemes, including the coordination among different schemes and anecdotal and documented evidences of a multiplier effect?	Interviews
		Indicator 9-2 A description of trends and characteristics of Japanese Government aid activities conducted within the country?	- MOFA, JICA, JBIC - Academics
		Indicator 9-3 A description of trends and characteristics of Japanese Aid activities conducted in sample country by years?	
		Indicator 9-4 A description of trends and characteristics of Japanese Government aid activities in sample country in relation to the prioritized areas?	
Effectiveness (Output)	10. Education-related efforts by the Japanese government aimed at achieving MDGs in sample country:	Literature review - Statistics on aid - ODA White Paper and its relevant reports - Statistics on education for sample country - Socio-economic statistics - Aid agencies' documents - Evaluation reports on education related programmes and projects	
	Indicator 10-1 The number of primary schools and classrooms built or rehabilitated totally by all contributors, including the host government and other donors, and by the Japanese Government, the change in GER and NER, number of pupils per school and class, student to teacher ratios per school and class, average class size per school and the percentage of all classrooms built or rehabilitated during the aid period by the Japanese government in a sample country.	Interviews	
	Indicator 10-2 Through surveys and interviews of key participants, ratings of the conditions of all educational facilities for boys and girls, minorities, and disabled children in expanding the opportunities for primary education.	- MOFA, JICA, JBIC - Academics	
	Indicator 10-3 The number of newly trained and re-trained primary teachers by gender and the ratios of students to teachers country-wide, region and or districts and, if possible by school.	- Ministry of education of the sample country	
	Indicator 10-4 Through surveys and interviews of key participants, ratings of the condition of textbooks and other materials adopted nationally for schools by grade level.		
	Indicator 10-5 Through surveys and interviews of key participants, ratings of the human and physical teaching conditions of literacy programmes, number of participants, and completion rate by age.		

Perspective	Criteria	Indicators	Data source	
.Outcome (continued)	Effectiveness (Output) (continued)	Indicator 10-6 The number and percentage of advocacy and awareness-raising programs in sample country schools designed to improve and make more accessible education for females (primary, secondary, and tertiary).		
		Indicator 10-7 The number and through surveys and interviews of key participants, rating of the conditions of literacy programmes targeting women, including the number of participants, and completion rates by age.		
		Indicator 10-8 A report showing the extent to which inputs or targets achieved as scheduled. Periodic reports, based on interviews and surveys, describing obstacles or positive factors in achieving or not achieving outputs or targets with respect to Japanese sponsored educational improvement programmes related to MDGs? What were the lessons learned?		
		Indicator 10-9 Were there any differences in approaches used by Japan than used by other donors and NGOs?		
	Outcome /Impact	11. The prospect of achieving MDGs in sample country:		Literature review - Socio-economic statistics - Other donor reports and documents Interviews - MOFA, JICA, JBIC - Academics - Ministry of education of the sample country, statistics on education
		Indicator 11-1 School enrollment trends in primary education (by grade level and gender)		
		Indicator 11-2 Human, physical and fiscal contributions by the Japanese government		
		Indicator 11-3 Trends in student retention and drop out rates up to grade 5 and, if possible, the causes for drop outs (by gender)		
		Indicator 11-4 Trends in number and percentages by gender of participants in literacy programmes (age 15 to 24), completion rates, and the extent of contribution by the Japanese government.		
		Indicator 11-5 Trends in literacy rates among youth (age 15 to 24) by gender.		
		Indicator 11-6 The transition rates to secondary and tertiary education (by grade and gender).		
		Indicator 11-7 The trends in types and size of aid programmes of the Japanese government and other donors.		
Indicator 11-8 The extent of contributions by the recipient governments in educational improvement planning, recurrent and development budget allocations, and commitment of human resources.				
Outcome /Impact	12. Evaluation of socio-economic activities, infrastructure development, and relevant policies by the Japanese Government aimed at achieving MDGs in sample country:		Literature review - ODA White Paper and its relevant reports - Statistics and reports on aids, education statistics related to MDGs Interviews - MOFA, JICA, JBIC Ministries of finance and education of the sample country - Academics	
	Indicator 12-1 An assessment of each expected versus achieved impact or result of Japanese Government efforts on achieving education related MDGs			
	Indicator 12-2 Through above assessments and evaluations an identification of unintended impacts and results related to MDGs			
	Indicator 12-2 Through the evaluations an identification of obstacles and/or facilitating factors which affected the achievement or lack thereof of MDGs			
	Indicator 12-3 An analysis of lessons learned from the Japanese Government efforts, including recommendations for further action and improvements in delivery of improvement efforts by the Japanese government, sample country governments or other active donors in the sample country related to MDGs.			