

Third Party Evaluation 2006
The Ministry of Foreign Affairs of Japan

Country Assistance Evaluation of Vietnam

- Summary -

March 2007

Preface

This report is a summary of the Country Assistance Evaluation of Vietnam undertaken by the External Advisory Meeting on ODA Evaluation, which is an informal advisory body of the Director-General of the International Cooperation Bureau of the Ministry of Foreign Affairs of Japan (MOFA).

Japan has been one of the top donor countries of Official Development Assistance (ODA) and there have been domestic and international calls for more effective and efficient implementation of assistance. MOFA, as the ministry coordinating 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 study was conducted to evaluate Japan's assistance policy to Vietnam in general, to obtain lessons and make suggestions for conducting more effective and efficient assistance in the future, and to fulfill the government's accountability by disclosing the evaluation results. Japan's basic policy of the ODA for Vietnam is stated in the "Country Assistant Program (CAP) for Vietnam". Since the Program was formulated in April 2004, Japan has provided assistance to Vietnam based on this Program. Meanwhile, in Vietnam, a new five-year Socio-Economic Development Plan (SEDP) (2006-2010) was approved by the National Assembly in June 2006, and the direction of the medium-term development vision for the next five years was clarified. Japan, as the top donor, also considers it necessary to engage itself in revising the current CAP at this time from the perspective of responding to changes in the development challenges in Vietnam, respecting ownership of the Government of Vietnam (the GoV) and aid coordination.

The External Advisory Meeting on ODA Evaluation was formed to improve the objectivity in evaluation. The Meeting is commissioned to conduct an evaluation of ODA and to report results and recommendations to the International Cooperation Bureau of MOFA. Prof. Izumi Ohno, a member of the Meeting and Professor of the National Graduate Institute for Policy Studies (GRIPS), was in charge of this evaluation.

Dr. Masumi Shimamura, Associate professor of GRIPS, and Mr. Yuji Miura, Senior Economist of JRI, being an advisor to the study, have made enormous contribution to this report. Likewise, MOFA, the Japan International Cooperation Agency (JICA), the Japan Bank for International Cooperation (JBIC) and related stakeholders of local ODA taskforce in Vietnam also gave their cooperation. We would like to take this opportunity to express our sincere gratitude to all those who were involved in this study. The ODA Evaluation Division of the International Cooperation Bureau of MOFA was in charge of coordination. All other supportive work including information collection and analysis was provided by the International Development Center of Japan (IDCJ) under commission of MOFA.

Finally, we wish to add that the opinions expressed in this report do not necessarily

reflect the view or position of the Government of Japan or any other institution.

March 2007

The External Advisory Meeting on ODA Evaluation:

Hiromitsu MUTA	(Dean, Graduate School of Decision Science and Technology, Tokyo Institute of Technology)
Kiyoko IKEGAMI	(Director, UNFPA Tokyo Office)
Yoshikazu IMAZATO	(Editorial Writer, The Tokyo Shimbun)
Izumi OHNO	(Professor, GRIPS)
Yayoi TANAKA	(Associate Professor, National Institution for Academic Degrees and University)
Mari NODA	(Associate Professor, Chubu University)
Hiroko HASHIMOTO	(Professor, Jumonji University)
Katsuya MOCHIZUKI	(Director in Charge, Inter-disciplinary Studies Center, Institute of Developing Economies)
Tatsufumi YAMAGATA	(Professor, IDE Advanced School)

1. Evaluation results

(1) Relevance of purposes

There are many commonalities regarding not only priority areas and issues, but also processes for the implementation of assistance among the current Country Assistance Program (CAP), Japan's new ODA Charter, the new medium-term policy on ODA, and the Socialist Republic of Vietnam's seventh and eighth five-year Socio-Economic Development Plans (SEDPs). It was confirmed that the priorities indicated in the CAP are on the whole consistent and in conformity with the higher-level policy documents. It was also confirmed that on the whole concentrated aid inputs have been given into the priority areas and issues and that focused efforts have been made in the perspective of "selection and concentration".

(2) Effectiveness of results

Looking at many social and economic indicators for Vietnam, significant results have been achieved in the reduction of poverty against the backdrop of steady economic growth. It appears that assistance from Japan, as the top donor, has contributed greatly to these results both quantitatively and qualitatively. It is considered that Japan's efforts to utilize both bilateral and multilateral channels through active participation in aid coordination have contributed to enhancing its aid effectiveness.

(3) Appropriateness of processes

The appropriateness of processes is judged in light of whether the processes of implementing CAP have ensured the relevance of policy objectives (above (1)) and the effectiveness of results (the above (2))¹. The appropriateness of processes was ensured through efforts in the four areas, namely, "sharing a medium-term vision with the Government of Vietnam (the GoV)", "planning and implementing aid policies with consistency", "providing complementary and multilayered support aimed at growth promotion" and "utilizing aid coordination as a means to achieve policy objectives". It is considered that these efforts have contributed to the achievement of (1) and (2) above.

2. Major recommendations

- It is anticipated that new socioeconomic challenges will arise with Vietnam's accession to the World Trade Organization (WTO), and Japan's future assistance will have to pay greater attention to responding to these emerging challenges. It is recommended that Japan's assistance approach be tailored to meet Vietnam's diversifying developmental challenges and that wide range of knowledge of relevant stakeholders be mobilized and utilized.
- Clear indication of the priority areas and issues through a three-step method is innovative and commendable from the perspectives of "selection and concentration" of Japan's aid inputs. It is important that this approach be continuously adopted. At the same time, taking into consideration the rapidly-changing Vietnam's development issues and needs, it is recommended that the future three-step method have a built-in mechanism to ensure certain flexibility (e.g., the implementation of mid-term reviews) so that priority areas and issues

can be adjusted during the CAP period as necessary.

- The role of the Local ODA Taskforce in Vietnam is extremely important. It is necessary to continue further enhancing the functions of the taskforce, including strengthening its analytical ability of sector-specific issues in Vietnam. At the same time, in order to sustain the efforts already made in Vietnam and to further spread them to other countries, there is a need that the head offices of MOFA, the Japan International Cooperation Agency (JICA) and the Japan Bank for International Cooperation (JBIC) make systemic efforts, including assigning qualified personnel in the fields, capable of utilizing the sector assistance strategy matrix, and training and developing such human resources in the long-term.
- Notable efforts have been made by the Local ODA Taskforce in Vietnam to share a medium-term vision of the basic policy and direction for assistance between Japan and Vietnam. But, it is also necessary to share a development vision in terms of the objectives to be achieved in five years from now on. It is recommended that the future CAP include performance indicators to facilitate an effort toward sharing a development vision.
- Aid coordination was utilized as a means to enhance the effectiveness of Japan's assistance in various respects, including the implementation of efficient aid in Vietnam and the intellectual dissemination of Japan's development philosophy to the international donor community. It is recommended that building on the experiences in Vietnam, the head offices of MOFA, JICA and JBIC examine ways to accumulate intellectual knowledge and to construct international networks to support aid coordination.
- The experiences in Vietnam suggest that complementary and multilayered assistance through multilateral and bilateral channels is extremely effective. It is recommended that such assistance approach be promoted in various areas not only in Vietnam, but also in the other countries.
- The “examination mechanism for assistance volume” experimented in Vietnam is an innovative and noteworthy effort. At the same time, there is room for further improvement, including the objectivity in the examination process using five evaluation items. It is recommended that the head offices of MOFA, JICA and JBIC review this experience in light of its operational implications and applicability to other priority countries and draw lessons in order to contribute to the ongoing discussions on a possible introduction of country-based allocation of aid budget.

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1. Purpose of the study

- (1) To make an overall evaluation of Japan's assistance policy for Vietnam, and obtain lessons and recommendations contributing to the formulation of Japan's aid policies for Vietnam in the future, in particular, revising the CAP for Vietnam scheduled for the next fiscal year, and effective and efficient assistance.
- (2) To fulfill the accountability to Japanese citizens by disclosing the evaluation result, to take the responsibility giving feedback on evaluation results to related stakeholders in the GoV and other donors in Vietnam, to further improve Japan's assistance in Vietnam's development in the future, and to contribute to public relations for Japan's assistance.

2. Background of the study (meaning and positioning)

Although only two and a half years have passed since the current CAP for Vietnam was formulated and it is still at the interim stage of implementation, there is a high degree of significance and necessity to evaluate the current CAP for Vietnam at this point, for the following reasons.

- (1) The current CAP for Vietnam was formulated in April 2004. Nevertheless, in Vietnam, a new five-year Socio-Economic Development Plan (SEDP) (2006-2010) was approved by the National Assembly in June 2006, and the direction of the medium-term development vision for the next five years was clarified. The major donors in Vietnam, including the World Bank and the Asian Development Bank (ADB), have started to revise their own assistance programs for Vietnam. Japan, as the top donor, also considers it necessary to engage itself in revising the current CAP at this time from the perspective of responding to changes in the development challenges in Vietnam and respecting ownership of the GoV and aid coordination.
- (2) The current CAP for Vietnam is the first CAP formulated by a locally-led and field-based initiative, in the process of Japan's ODA reforms which started with

the establishment of the Board on Comprehensive ODA Strategy in June 2002, the launch of the Local ODA Taskforces in March 2003, and the adoption of Japan's new ODA Charter in August 2003. Japan's assistance for Vietnam includes various innovative efforts, and an evaluation of these efforts is extremely important and should contribute to the formulation of the next CAP for Vietnam and CAPs for other countries, as well as the orientation to Japan's future assistance policies.

- (3) With rapidly changing trends in international assistance, there is an urgent need to examine issues such as the assistance approach to be taken in countries like Vietnam where Japan has a significant presence in aid volume (including the examination mechanism for assistance volume and the approach to aid coordination), the nature of "selection and concentration" (including mobilization of the resources of other donors and the division of roles with other donors), ways to utilize Japan's limited local personnel resources in the formulation and implementation of assistance policies for Vietnam, and ways to strengthen efficient collaboration and cooperation structures between local offices and the head offices in Japan.

3. Development of Vietnam and Japan's efforts in assistance for Vietnam

- (1) Vietnam is considered one of the strategically important countries for Japan's economic development. Being a manufacturing hub, a future export market, and a future energy supply hub, it is expected that the improvement of Vietnam's investment, trade and business environment through aid from Japan could lead to economic virtuous cycle between Japan and Vietnam as well as between Japan and the Association of Southeast Asian Nations (ASEAN). The agreement of Japan-Vietnam Joint Initiative to improve business environment and to strengthen Vietnam's competitiveness (so called "the Japan-Vietnam Joint Initiative") is one example of a specific action based on this strategic consideration. Vietnam has also attracted attention in the international community in terms of development and aid policy debates. Implementing Japan's philosophy of development and aid upon gaining Vietnam's

understanding and cooperation and disseminating them to the international community are essential tasks for making ODA effective, efficient and truly based on the needs of developing countries. This is also the duty of Japan, which has a different economic development history from those of Europe and the United States.

- (2) The GoV has set out a vision of becoming an industrialized nation by 2020. In 2002, the GoV formulated the Comprehensive Poverty Reduction and Growth Strategy (CPRGS) as the first Poverty Reduction Strategic Paper (PRSP)² in Asia, and it is aiming to achieve the reduction of poverty through economic growth. Subsequently in December 2003, based on the active involvement of Japan, the GoV announced its decision to expand the CPRGS by adding a chapter related to large-scale infrastructure. Since September 2004, it became clear that CPRGS would be integrated into Vietnam's next five-year SEDP.
- (3) The current CAP for Vietnam aims at promoting economic cooperation in the three priority areas: "promotion of growth", "improvement in lifestyle and social aspect" and "institutional building". At the same time, the CAP introduces various innovative approaches for enhancing effectiveness and efficiency of aid, based on Vietnam's development challenges, the strategic characteristics of aid for Vietnam mentioned in (1) above and Japan's record as the top donor. Specifically, these include: the formulation and adoption of projects in a "dialogue-based" manner rather than a "request-based" manner, the implementation of projects based on coordination and collaboration with a wide range of related stakeholders, strengthening of linkages with Japan's major policies and consistency among overall policies, and the introduction of a mechanism for examining the qualitative direction of aid volume. The current CAP for Vietnam emphasizes improvements of the methods for implementing assistance to enhance its effectiveness and efficiency. The promotion of aid coordination is set out as one of the means to achieve these ends.
- (4) Based on this context, the Local ODA Taskforce in Vietnam is actively involved in aid coordination and is considered a pioneering case of a locally-led and

field-based initiative of Japan. The taskforce, in addition to its contribution to the CPRGS expansion mentioned in (2) above, has been engaged in specific activities aimed at harmonization of aid procedures, improvement of the institutional and policy environment and capacity building. Such efforts were initiated even before the international community started to scaled-up the efforts to enhance aid effectiveness in recent years.

4. Basic methodology of evaluation

Based on the MOFA's evaluation guideline (ODA Evaluation Guideline, Third Edition, May 2006), comprehensive analyses will be made mainly from the perspectives of "relevance of purposes", "effectiveness of results" and "appropriateness of processes".

Generally, the "relevance of purposes" is to examine Japan's aid policy for Vietnam from perspectives such as (i) consistency with the development needs of recipient countries, (ii) consistency with Japan's higher-level aid policies, (iii) consistency with international priority agenda, (iv) the division of roles with other donors, and (v) the comparative advantage of Japan. The "effectiveness of results" is to examine the degree to which the objectives that had been initially set have been achieved and the degree to which tangible results have been produced, based on the flow from input to output and outcomes. The "appropriateness of processes" looks at factors such as (i) whether efforts and approaches to addressing specific challenges shown in the CAP for Vietnam are appropriate, (ii) whether efforts are being made to continuously grasp the needs of the recipient country, (iii) whether an appropriate structure for implementation has been developed, (iv) whether processes have been undertaken to periodically grasp the status of the implementation of Japan's aid policies, and (v) whether efforts are being made to collaborate with the related institutions of the recipient country and other donors.

However, as stated in (2) below, as only two and a half years have passed since the current CAP for Vietnam was formulated, this evaluation is treated essentially as an interim review, with a view to drawing lessons and recommendations for the forthcoming CAP revision (the formulation of the next CAP for Vietnam) whose preparatory work began this fiscal year. As stated in (3) below, the analysis will pay due

attention to the point that improvement of the aid process itself is established as an important objective of the current CAP.

- (1) Regarding the “relevance of purposes”, the analysis of this evaluation study will not be limited to that of general aid policies. More specifically, it will give due attention to the “content of the priority areas and issues in light of resource allocation and assistance objectives (planned outcomes)”. Certainly, perspectives such as consistency with Japan’s higher-level aid policies and consistency with international priority agenda are important and will be evaluated. But given the fact that this CAP for Vietnam was formulated after the establishment of Japan’s new ODA Charter, the analysis will pay greater attention to the consistency with the development needs of Vietnam and the relationship with the assistance of other donors. Socio-economic changes after the formulation of the current CAP for Vietnam and the status of the consistency and handling of current assistance policies with regard to the emerging new development challenges will also be analyzed and evaluated.
- (2) Because “Japan’s assistance policies for Vietnam after the current CAP for Vietnam was formulated in April 2004”—the subject of this evaluation—are at the interim stage of implementation, it is still early to evaluate the “effectiveness and impact of results” from the perspective of the outcome of Japan’s cooperation, for example, by using result-based performance indicators. On the other hand, it is considered highly important and useful for Japan’s ODA to examine the innovated approaches to assistance piloted in Vietnam and consider a possibility of introducing them in other countries. This evaluation study will analyze the current figures of socioeconomic indicators and time series data, as well as the content of Japan’s cooperation, which are judged appropriate and important to understand the results of Japan’s assistance for Vietnam. Although the evaluation based on these data has to be limited to the qualitative analysis, it is possible to assess whether Japan’s assistance is meeting Vietnam’s development needs and to what extent it is contributing to the obtained outcomes.
- (3) Vietnam is a country which is positioned at the forefront of aid coordination in

Asia, and the current CAP for Vietnam has taken a strong stance of focusing on improving aid implementation processes with the aim of making aid more effective and efficient and utilizing aid coordination as a means to this end. Therefore, in evaluating the “appropriateness of processes”, special attention will be paid to grasping the concrete content of the aid process, what this CAP has intended to improve, and to assessing the appropriateness of Japan’s engagement in aid coordination.

5. Conclusions and considerations (Evaluation results)

5.1 Relevance of purposes

The relevance of the purposes of the current CAP for Vietnam was evaluated, focusing on the three items: “relevance of priority areas and issues”, “relevance of aid implementation processes” and “relevance in view of ‘selection and concentration’”.

(1) Relevance of priority areas and issues

The consistency of the current CAP with the two higher-level aid policies—Japan’s new ODA Charter (formulated in August 2003) and the new medium-term policy on ODA (formulated in February 2005)—was examined. Regarding the basic policy of Japan’s new ODA Charter, its priority areas and issues of assistance is largely reflected in the basic policy of the current CAP for Vietnam. It was thus confirmed that the two are consistent. With regard to the new medium-term policy on ODA, its priority areas and issues are incorporated into the current CAP as far as they conform to the development needs of Vietnam. It is thus judged that the content of the two is sufficiently consistent. Subsequently, the consistency between the current CAP and Vietnam’s five-year SEDPs was examined. When the current CAP was formulated, the seventh SEDP (previous SEDP covering the period of 2001-2005) was under implementation, and later the eighth SEDP (new SEDP covering the period of 2006-2010) was approved by the National Assembly in June 2006. So, this evaluation study examined the consistency between both SEDPs and the current CAP. The comparison of their priority areas and issues confirms that there are many commonalities among them and that overall they are

consistent.

(2) Relevance of aid implementation processes

Comparing the items for the aid implementation processes stressed in the higher-level aid policies—Japan’s new ODA Charter and the new medium-term policy on ODA—with the items for the methods of aid implementation in the CAP, there are many areas in both cases where the awareness of the issues is common. It was thus confirmed that there exists an extremely high degree of consistency. Nevertheless, as for “the prevention of injustices and corruption” which is shown in Japan’s new ODA Charter as a “necessary item for effective implementation”, there is no explicit description of this in the CAP. In Vietnam, the prevention of corruption is a pressing issue, and the GoV has shown a strong commitment to tackle this issue. It is suggested that a possibility of addressing this item in the next CAP be examined. At the same time, because “prevention of injustices and corruption” requires long-term comprehensive efforts, it is necessary to examine how to address this issue in view of utilizing the strengths of Japan while making efforts to coordinate with the GoV and other donors. Furthermore, with regard to aid implementation processes, the various efforts by the Local ODA Taskforce in Vietnam are having positive effects on the recent ODA reforms within Japan, as well as on the international efforts to enhance aid effectiveness. In this sense, these locally-led efforts based on the information gathered from related stakeholders are commendable. It was confirmed that the pioneering efforts in Vietnam have been reflected, in no small measure, in Japan’s recent ODA reform efforts such as “measures to ensure the efficient and effective implementation of assistance” stipulated in the new medium-term policy on ODA. Furthermore, these efforts are reflected also in “Examination and Improvement of ODA—Aiming for Better Quality of ODA—” (announced in December 2005) which was compiled by MOFA to outline its planned reform measures and the status of their implementation, taking account of “Basic Policies for Economic and Fiscal Management and Structural Reform 2005” (Basic Policies 2005) approved by the Cabinet in June 2005.

(3) Relevance from the perspective of “Selection and Concentration”

Japan, as the top donor in Vietnam, has engaged in assisting a wide range of fields. Nonetheless, rather than providing aid inputs equally for all sectors and issues, the CAP has clearly articulated its prioritization at the sub-sector level. Specifically, the priority areas and issues have been narrowed through a three-step method, which explicitly distinguishes: the areas and issues where “priority assistance is given”, “assistance is considered” and furthermore the areas and issues “which are not subject to priority listing”. In this way, “selection and concentration” of aid inputs have been pursued. Next, it was confirmed whether aid inputs had actually been concentrated in the areas and issues where “priority assistance is given”. Examining each of the three priority pillars of “promotion of growth”, “improvement in lifestyle and social aspect” and “institutional building”, it was confirmed that on the whole concentrated inputs had been provided in the priority areas and issues of assistance.

Significant concentration of aid inputs was confirmed in such priority areas as primary education, healthcare, and agriculture and rural development/regional development. In particular, in the areas of “development of the investment environment”, “transportation”, “electricity” and “human resources for supporting growth”, the concentrated inputs were made through the combination of individual projects and the cofinancing of Poverty Reduction Support Credit (PRSC), which is policy-support-type aid³. Furthermore, it should also be noted that intensive efforts were made to participate in aid coordination, —such as the Transport Partnership Group and the harmonization of procedures among the 5 Banks—aiming at synergetic effects with individual projects and the handling of policy issues aside from the operations directly related to the formulation and supervision of individual projects. These policy and intellectual support operations, along with operations related to the formulation and supervision of projects, are extremely important in influencing the framework and direction of ODA in Vietnam. It can be evaluated that these efforts have greatly contributed to effective and efficient implementation of Japan’s ODA projects.

5.2 Effectiveness of results

The assistance from Japan, as the top donor, appears to be making important contribution to Vietnam's socioeconomic development. The evaluation was conducted in light of whether aid based on the current CAP for Vietnam was actually effective. The analysis focused on the "confirmation of development outcome based on indicators", the "confirmation of Japan's aid record" quantitatively and qualitatively, and finally, "Japan's contribution through aid coordination".

(1) Confirmation of development outcome based on indicators

To confirm development outcome, the indicators for the five items were examined: economic growth, promotion of foreign investment, poverty reduction, income disparities and governance. Vietnam has sustained an annual economic growth rate of over 7% since 2002. Along with China, it is a country with significant economic growth in the East Asia region. The growth is driven by both foreign investment and domestic private sectors, and industrial output for both sectors is increasing rapidly. Vietnam is gathering attention among Japanese companies as an attractive investment destination, and actual investment amounts have been increasing in recent years. Along with the expansion of the domestic private sector, poverty reduction has been progressing, and poverty rates in urban areas as well as regional areas have been decreasing steadily. Remarkable improvements can also be seen in indicators related to healthcare and education. As for the income disparities, although Vietnam has not reached the level of neighboring countries such as Thailand, Indonesia and Philippines, the past 10 years has seen a gradual increase of income gaps. With regard to governance, the available data compiled by international institutions and international NGOs do not show a remarkable improvement in Vietnam. Nevertheless, recently the GoV has been strengthening the efforts to prevent corruption, for example, through promulgation of an anti-corruption decree.

(2) Confirmation of Japan's record in aid

Next, the quantitative analysis of Japan's record in aid was conducted. For each of the schemes for loan aid, grant aid and technical cooperation, the analysis was made on the trends of Japan's input (volume), as well as Japan's share of the total aid by all donors to Vietnam. Based on the cumulative data from 2000 onward, it was confirmed that Japan was the top donor in Vietnam in all schemes. Then, looking at the sector composition for Japan's aid, Japan occupies high ratios in transportation and energy sector in loan aid, and high ratio in education and social infrastructure sector in technical cooperation. Meanwhile, grant aid is being provided evenly in various sectors. These data clearly show characteristics of respective schemes and Japan's approach to tackling a wide range of development challenges in Vietnam.

Regarding the qualitative analysis of Japan's record in aid, the five items were examined, namely, "support to the healthcare sector", "support through PRSC", "collaboration among study schemes of respective executing agencies", "addition of the soft component to yen loan projects" and "the record in Japan-Vietnam Joint Initiative". These items have been chosen because they represent comprehensive and cross-cutting approaches to priority areas, which are stressed as one of the basic policies under the current CAP for Vietnam. The "support to the healthcare sector" deserves attention because the synergic effects were demonstrated by combining loan aid, grant aid and technical cooperation schemes and also because significant effects were obtained which could not have been achieved by individual projects. Japan has, for a long time, supported a model project aimed at base-formation and institutional building by coordinating grant aid and technical cooperation through the provision of medical facilities, equipment (hard infrastructure, etc.) and the support for human resource development. In addition, further efforts were made for expanding this model to other regions by utilizing loan aid scheme. This became possible because a vision for healthcare sector challenges and the direction of aid was shared among the Local ODA Taskforce through the development of the sector assistance strategy matrix. "Support through PRSC" was built on Japan's intellectual support for the expansion of CPRGS, which facilitated the sharing of the role of large-scale infrastructure in the poverty reduction with the GoV and the donor community. "Support through PRSC" appears to

have worked particularly well in the themes that would be more effectively engaged through a multilateral framework than a bilateral framework such as only by Japan. One example is policy support to politically sensitive themes such as the reform of state-owned enterprises (SOE) and financial sector reform. In the various policy actions in PRSC, effective support was realized through the reflection of Japan's views. On the other hand, Japan was taking an initiative and was actively engaged in providing policy recommendations for themes such as the development of the investment environment and the improvement of planning processes.

Regarding "collaboration among study schemes of respective executing agencies", it is important to note that not only the sequential collaboration⁴ among different aid schemes (which had been engaged even before), but also parallel collaboration among aid schemes have increased⁵. Respective implementing agencies, together with Japanese embassy, are making efforts in taking programmatic approach while utilizing respective strengths, based on a shared vision for Japan's assistance for Vietnam. The presence and use of the sector assistance strategy matrix have greatly contributed to this achievement. Regarding the "addition of the soft component to yen loan projects", an increasing number of the yen loan projects have come to include technical cooperation, which aims at strengthening the capabilities of implementing agencies in the borrowing countries. In particular, focused efforts are being made to include such technical cooperation in the areas of operation and maintenance support for road and bridge projects. The Japan-Vietnam Joint Initiative aimed at improving the investment climate in Vietnam, addressing the issues of 125 items in the specific time period from April 2003 to the end of 2005 (Currently, the second phase is underway until the end of 2007.) Through joint engagement by the public and private sectors, a strong message was conveyed to the Vietnamese side, and the GoV could also expect concrete results in the attracting foreign investment by implementing the agreed measures. Consequently, the GoV responded quickly to implement the issues mentioned above.

Lastly, with regard to "Japan's contribution through aid coordination", Japan made significant contribution to the integration of Vietnam's "five-year plan (SEDP)" and CPRGS. Furthermore, characteristic efforts envisaged in the current CAP through aid coordination were made in terms of the three items, namely through active engagement

in “Transport Partnership Group (TPG)”, “5 Banks Initiative” and “Partnership Group for Aid Effectiveness (PGAE)”. The Transport Partnership Group is co-chaired by Japan (JBIC) and Vietnam’s Ministry of Transport (MoT), and Japan has actively made significant contributions. (TPG was chaired by JICA until May 2004). Based on this framework, mutual understanding was deepened among donors and between donors and the MoT, which has helped to foster the GoV’s ownership of policies and to strengthen consistency between aid projects and policies. The 5 Banks Initiative has been started with the objective of harmonizing disbursement procedures, simplifying and streamlining loan operations among the 5 development finance institutions which provide concessional loans. (This initiative was started in May 2002, with a structure of the 3 Banks, i.e., the World Bank, the Asian Development Bank (ADB) and JBIC. With the participation of the French Development Agency (AFD) and the German Credit Institute for Reconstruction (KfW) in March 2003, it became “5 Banks”.) These 5 Banks have been monitoring the progress through the Joint Portfolio Performance Review (JPPR), and the May 2005 JPPR reports some improvement of the situation in recent years, including the disbursement ratio for projects.⁶ PGAE is a cross-cutting partnership group aimed at improving aid effectiveness. It is also a comprehensive framework including the 5 Banks Initiative. The GoV supports international efforts toward improving aid effectiveness in Vietnam, and is tackling structural issues such as the strengthening of a country system including the development of a core financial and administrative system for the country, as well as the improvement of administrative procedures. These are highly challenging and demanding issues. To support the GoV efforts in this area, Japan formulated the Comprehensive Capacity Building Programme for ODA Management (CCBP) together with the United Kingdom and the World Bank, utilizing a trust fund that the Government of Japan (the GoJ) contributes to the World Bank. Japan is also implementing projects for building the capacity of ODA management as bilateral technical cooperation—in parallel with the above multilateral framework of CCBP. Thus, Japan has been making important contributions to building the ODA management capacity of the GoV through both multilateral and bilateral channels.

5.3 Appropriateness of processes

The analysis was made on how mechanisms for ensuring the “relevance of purposes” and enhancing the “effectiveness of results” were built into the processes for supporting the implementation of the current CAP. The “appropriateness of processes” was examined from the four perspectives of “sharing a medium-term vision with the GoV”, “planning and implementing aid policies with consistency”, “complementary and multilayered support aimed at growth promotion” and “utilization of aid coordination as a means”. These are issues that have been recognized as important in Japan’s ongoing ODA reforms and the recent international efforts aimed at enhancing aid effectiveness. Thus, they can be regarded as the essence of improvements in the aid implementation processes that the current CAP is aiming for.

(1) Sharing a medium-term vision

Firstly, “sharing a medium-term vision with the GoV” was realized through the means such as “the discussions held in the process of formulating the CAP and the presentation of its English version”, “the introduction of a sector assistance strategy matrix” and “the introduction of a mechanism for examining the qualitative direction of assistance volume”. In the process of formulating the CAP, the Local ODA Taskforce developed its drafts while listening to the opinions from the GoV, other donors, NGOs, and others. After the formulation of the CAP, it was translated into English and shared with the GoV. It seems this type of approach promoted the understanding of the GoV for Japan’s aid policy and its basic concept behind it, and was useful in terms of sharing a medium-term vision. Nevertheless, the sharing of a vision was largely limited to Japan’s aid policy and concept, and it was not the case that a development vision with aid outcome was also shared bilaterally. It seems necessary to share this type of development vision by clearly setting outcome indicators for results that need to be achieved. The sector assistance strategy matrix is compiled by sector (largely corresponding to the priority areas), and the current situation and issues for consideration are specified for each sector. Then, for each issue for consideration, the background, causes, direction of problem solving, efforts of the GoV, trends for other donors, and other factors are indicated. This is thus a valuable tool for assessing the

priority areas and issues and the direction and objectives of Japan's aid. Since the detailed sector analysis is provided by this matrix, it has become possible for the Local ODA Taskforce to conduct more accurate and specific exchanges of views on the development needs of each sector during policy dialogues with the GoV.

Next, the examination mechanism for assistance volume is designed to assess the qualitative direction of Japan's assistance volume to Vietnam through evaluating performance on the Vietnamese side. To this end, five items are established for evaluation, including "institutional and policy environment" and "aid absorption capacity". Among Japan's country assistance programs, Vietnam is the first country where this mechanism was introduced. By clearly indicating to the GoV that Japan has a mechanism for examining the amount of aid focusing on these five items, it can be understood there was a certain effect to guide the Vietnamese side to the reform-oriented direction. Nevertheless, there still appear to be room for improvement of this mechanism, on such aspects as a possibility that differences of opinion may arise among the related institutions on the Japanese side which evaluate the five items, lack of link with the decision-making process for the country-based aid allocation of the GoJ itself, as a result, how this mechanism was functioned has not been sufficiently explained to the public like Japanese citizens and recipient.

(2) Aid policies with consistency

Regarding "planning and implementing aid policies with consistency", the existence of a so-called "three-layer structure"—which consists of the CAP, the sector assistance strategy matrix and individual projects—seems to have contributed to sharing the vision for the related stakeholders on the Japanese side, and to improving the quality of policy dialogue and strengthening consistency in the planning and implementation of aid policies.⁷ In the newly introduced process, before ODA policy missions visit Vietnam (from the head offices in Japan), policy dialogue at the sector level takes place between the Local ODA Taskforce and the GoV based on the sector assistance strategy matrix. Then, opportunities were established for both sides to share their concern and the issues for the development needs of Vietnam and Japan's aid for Vietnam. As a result, when ODA policy missions visited Vietnam, policy dialogue would be able to take place with

the Vietnamese side from a cross-scheme perspective. It then became possible to hold policy dialogue upon fully considering the message that Japan needed to convey to the Vietnamese side.

“Complementary and multilayered support aimed at the promotion of growth” is the process based on Japan’s development aid principle of poverty reduction through economic growth. Under this process, cooperation has been extended at various levels of ODA ranging from policy and intellectual support to specific projects and aid coordination, by utilizing both bilateral and multilateral channels. As a complementary effort, public and private sector cooperation has been promoted based on the Japan-Vietnam Joint Initiative. In order to support growth promotion in Vietnam, Japan’s ODA has combined various efforts including bilateral and multilateral channels (policy support through PRSC, cooperation based on existing schemes such as loan aid, grant aid and technical cooperation, promotion of the efficient fund utilization and project supervision through the 5 Banks Initiative, strengthening of the operation and maintenance of infrastructure through the Transport Partnership Group, etc.). This type of support through ODA implementation has improved the investment climate in Vietnam, which has become one of the factors for promoting the entry of Japanese companies into Vietnam. On the other hand, based on the Japan-Vietnam Joint Initiative, efforts were made to quickly improve the investment climate through the adoption of a prime minister-level agreement under which the progress of GoV responding to the concerns, issues and requirements of Japanese companies that operate in Vietnam is monitored by both countries. The existence of large-scale assistance by Japan through ODA and furthermore the presence of sizable potential investors considering investment to Vietnam functioned as an incentive for the GoV to listen to the opinions of the Japanese side.

Finally, the “utilization of aid coordination as a means” is a process in which aid coordination has been used as a means to accomplish specific objectives rather than making aid coordination the end itself, under the recent international trend that emphasizes aid coordination. For example, in supporting growth promotion, it can be judged that Japan has been actively engaged in aid coordination focusing on quality, while transmitting its philosophy of aid and development to Vietnam and the

international community. Japan's effort can be also praised not only for undertaking the operations directly related to the formulation and supervision of projects, but also for utilizing aid coordination as a means to addressing challenges while combining various aid schemes and bilateral efforts including the Japan-Vietnam Initiative in a complementary and multilayered way.

6. Lessons and recommendations

6.1 Lessons and recommendations for “Japan’s aid for Vietnam in the future”

(1) Need to tailor the assistance approach to meet the diversifying development challenges of Vietnam and to utilize wide range of knowledge of relevant stakeholders

- New emerging issues: strengthening of industrial competitiveness due to accession to the WTO, environmental problems and growing income disparities associated with economic growth in Vietnam
- Utilization of senior volunteers, as well as the expertise accumulated by local governments, universities, NGOs and so forth

The priority issues of Vietnam's new SEDP approved by the National Assembly in June 2006 are largely covered in the current CAP. Nevertheless, there are a lot of issues that need close attention in the future, including the strengthening of industrial competitiveness due to accession to the WTO, environmental problems, growing income disparities and so forth. It is thus likely that the development of supporting industries, the development of small and medium-sized enterprises (SME), urban problems, and regional development will become increasingly important. In particular, in assisting the aforementioned development of supporting industries and SME, there is a high possibility of, for example, utilizing senior volunteers, such as experienced persons who have been engaged in the manufacturing industry or corporate management. In supporting urban and regional development, the more active participation of local governments, universities, NGOs, and others can be expected.⁸ As confirmed in the analysis of the effectiveness of results, notable improvements are yet to be observed in the indicators related to governance, compared with the other indicators.

Based on the cooperation records in, harmonizing aid procedures, enhancing aid effectiveness and improving the investment climate, it seems that there will be growing importance of providing support with due consideration to governance. Nevertheless, with regard to specific support methods, it is important to examine how best to utilize Japan's strengths, including the possibilities of treating such support as a pillar of the priority areas and issues, or providing such support through the implementation of individual projects.

(2) Need to examine how to sharpen priority areas and issues in light of the rapidly-changing development needs of Vietnam, including a possibility of building flexibility into the current three-step method

- Introduction of regular analysis and monitoring of Vietnam's development needs, as well as priority areas and issues for Japan's assistance (e.g., implementation of mid-term reviews etc.), while continuing the three-step method of "selection and concentration" of aid inputs.

While the current CAP targets a wide range of sectors, in light of the fact that priority areas and issues for Japan's aid were clearly shown through a three-step method and that the items not targeted for assistance were also clarified, this approach was noteworthy and appropriate from the perspective of prioritizing aid allocation. Nevertheless, in view of the rapidly-changing economic and social structure in Vietnam, it is likely that local development needs can change year to year. When sharpening the priority areas and issues in the CAP, it is recommended that the future three-step method have a built-in mechanism to ensure certain flexibility rather than treating them in a fixed manner (i.e., what is covered in the "Attachment: Priority areas and issues in Assistance for Vietnam"). In order to achieve this concept, it is suggested that the Local ODA Taskforce carry out mid-term reviews at the appropriate stages, in addition to annual revision of the sector assistance strategy matrix.

(3) Need to further enhance the functions of the Local ODA Taskforce, including strengthening of its analytical ability of sector-specific issues

- Assignment of qualified human resources to a core team of the Local ODA Taskforce

- Formation of sector teams, including the assignment of sector leaders and the network building with experts, in order to facilitate the utilization of the expertise available

The analysis of the processes for the formulation of the current CAP and the development of the sector assistance strategy matrix clearly indicates the vital importance of the role played by the Local ODA Taskforce in Vietnam. It is not too much to say that such a pioneering and innovative approach would not have been realized without the dedicated efforts of the members of the taskforce at that time. Nonetheless, the Local ODA Taskforce is not a group backed by its own staffing, budget, and organizational structure. Such situation in which the process for aid policy planning is reliant on the voluntary and dedicated efforts of taskforce members is not desirable. In order to make the experience in Vietnam sustainable, systemic efforts are necessary including those by the head offices so that human resources with sufficient expertise and experiences in economic cooperation can be assigned to a core team of the Local ODA Taskforce. Also, at the local level, it is necessary to set up a system to ensure the agile mobilization of expertise and human resources in priority sectors, by assigning sector leaders in the priority areas and issues in the future. Such a system is expected to facilitate the linking of policies in prioritized area with individual projects. This system seems also to be useful when conducting mid-term reviews of the CAP as proposed in (2) above. In the future, it is important to continue strengthening the functions of the Local ODA Taskforce, by enhancing the analytical ability of sector-specific issues by “All Japan”, including the further utilization of the knowledge of JICA experts and network building with sector leaders and so forth.

(4) Importance of providing continuous support through the combination of bilateral and multilateral framework, as well as utilizing aid coordination as a means

- Utilization of both bilateral and multilateral support frameworks in a mutually complementary manner
- Dissemination of Japan’s aid and development principles through aid coordination, and the further improvement of Japan’s aid efficiency

The experience in Vietnam suggests that in certain priority areas and issues, it is more appropriate for Japan to participate in multilateral frameworks, like PRSC, in which overall development issues are comprehensively discussed, to grasp the development needs of Vietnam, and to provide support combining bilateral efforts in a mutually complementary and multilayered manner. It is also highly noted that Japan has made intellectual contributions in sectors where it has a comparative advantage and areas with a high degree of importance, not limited to the participation in the multilateral support frameworks. The fact that Japan, as the top donor to Vietnam, actively participated in aid coordination and communicated its aid and development principles and policies based on the development needs of Vietnam is extremely meaningful. Utilizing aid coordination as a means rather than making it the end contributed to enhancing the efficiency of Japan's aid as a whole and in Vietnam. In the future assistance, Japan should take a balanced approach, by differentiating the way of participation in multilateral frameworks and aid coordination, according to the areas and issues.

(5) Need to share a development vision with the GoV and to establish monitoring and outcome indicators in the CAP

- Sharing the objectives for achievement and outcome indicators to help review of aid outcome (provision of incentives to periodically review the relationship between inputs and outcome)

The CAP was formulated at the initiative of Local ODA Taskforce and through the "Open Network System". In this process, a number of discussions were held with relevant stakeholders inside and outside governments and executing agencies, and opinions were sought from the outside experts. After the CAP was formulated, it was translated into English and delivered to the GoV. Such efforts promoted the sharing of visions between Japan and Vietnam with regard to the basic policy and direction for Japan's assistance. Nevertheless, the current CAP does not specify the development vision like objectives to be achieved in five years for Vietnam's society and economy, and compared to Japan's aid vision, its sharing has not been progressed. Since the objectives for achievement are not clear, the outcome indicators including the baseline data are not shown in the CAP. Some of the donors in Vietnam such as the ADB state the objectives for achievement and outcome indicators in their assistance strategy

documents. Also, the new SEDP specifies the outcome indicators for monitoring. By using these cases as reference, it would be desirable to compile and attach medium-term objectives for achievement and outcome indicators in Japan's future CAP in the form of an attachment (in addition to the current "attachment" for priority areas and issues), and to share the development vision with the GoV.⁹ By including the discussions on a development vision at the time of the CAP formulation, it is possible to deepen mutual understanding among relevant stakeholders on the Japanese side, the GoV and donors and facilitate the sharing of such vision. By specifying the objectives for achievement and indicators for outcome including baseline data, the relevant stakeholders are given incentives to periodically review the relationship between inputs and outcome, to make aid more efficient. It is also expected that such attempt will facilitate the subsequent work associated with sector analysis, sector assistance strategy matrix, and periodic reviews of the CAP.

6.2 Suggestions for strengthening Japan's country assistance approach

The locally-led pioneering efforts demonstrated in the formulation and implementation of the current CAP provides important suggestions for Japan's aid policies and the approach to country assistance for other countries in the future. The following are lessons learned from the experience in Vietnam, especially from the perspective of strengthening country assistance approach¹⁰. It is important that these lessons be examined by the head offices of MOFA, JICA and JBIC and that necessary actions be taken.

(1) Need to further enhance the functions of the Local ODA Taskforce in priority countries and to ensure the mainstreaming of the perspectives stressed in country assistance programs in the project adoption process at the head offices of MOFA, JICA and JBIC

- Adoption of sector assistance strategy matrix (or equivalent tools) by the Local ODA Taskforces in the other countries, and the development of human resources specialized in economic cooperation who could utilize the mentioned tools
- Improvement of the support system and operational procedures of the head offices of MOFA, JICA and JBIC to better link the perspectives of country

assistance programs to the adoption of individual projects

The sector assistance strategy matrix introduced in Vietnam is an extremely useful tool for sharing Japan's aid policies with the governments of recipient countries and relevant institutions on the Japanese side, and linking the CAP to the formulation of individual projects. As set out in the "Examination and Improvement of ODA" announced by the MOFA in December 2005¹¹, in the future, it is encouraged in certain priority countries to strengthen the linkages between the CAP and individual aid (projects), and to prepare tools for undertaking project formation taking into consideration of synergies among various types of schemes, based on factors such as confirmation of priority areas and issues, grasping of development needs and the activities of other donors. In order to effectively utilize these tools for policy dialogues and sharing visions with the governments of recipient countries, the further functional enhancement of the Local ODA Taskforces will be of greater importance. In particular, in sectors handling priority areas and issues, it is essential to secure the necessary inputs in terms of the agile mobilization of expertise and human resources. In this sense, the recently introduced system to dispatch personnel specialized in economic cooperation to Japanese embassies deserves attention (started from this fiscal year, centered on Africa). Also, the development of human resources specialized in economic cooperation is essential from a long-term perspective. At the same time, it is necessary to improve project adoption processes on the Tokyo side, to better reflect the perspective of country assistance programs in order to promote the already existing local efforts (including Vietnam) to strengthen linkages between the several schemes. Fundamentally, it is essential to enhance the support system of the head offices of MOFA, JICA and JBIC.

(2) Need to accumulate knowledge and information and build intellectual networks to support aid coordination

- Analysis of the approach to build intellectual networks linking the fields, Tokyo and the international aid community

The experiences in Vietnam show the importance of making intellectual contributions, including active engagement in aid coordination in sectors where Japan has a comparative advantage and areas of high importance, as well as disseminating Japan's

development aid principles and policies—instead of taking a stand-alone attitude in the international aid community. Enhancement of the ability to disseminate information in multilateral frameworks is essential in raising the quality of aid policies for developing countries. There is a need to create systems in which innovative efforts continuously come from the fields in response to policy issues facing the international aid community and take specific actions so as to position these efforts within international networks that link Tokyo and the international aid community. Thus, it is highly important to develop mechanisms for flexibly placing personnel to important fields, flexibly conducting studies, and accumulating knowledge information.¹² It seems necessary to further examine the approach to aid coordination and building of intellectual networks, based on the experiences in Vietnam under the current CAP.

(3) Importance of providing complimentary and multilayered support combining policies, individual projects and aid coordination

A notable feature of “complimentary and multilayered support aimed at growth promotion” developed in Vietnam is the effective implementation of public and private sector cooperation to support development of the investment climate, which worked in a mutually complimentary manner with ODA provided through both multilateral and bilateral channels. On the other hand, this type of activities like the Japan-Vietnam Joint Initiative is likely to be limited to countries in which Japanese companies have strong willingness to invest, and thus seems not to be applicable to all developing countries. However, providing ODA through multilateral and bilateral channels in a complimentary and multilayered manner is important in terms of reflecting specific experiences gained in individual projects into higher-level aid policies and improving policy and institutional frameworks that cannot be handled with individual projects. Significant effects can be expected in the support to not only growth promotion, but also the social sector. Particularly, in areas such as education and healthcare sectors in Sub-Saharan Africa where active aid coordination takes place and many donors are providing support, positioning individual aid in the comprehensive development policy or the sector policy framework is very important, with complimentary and multilayered support. In this regard, the experience in Vietnam is highly relevant and can be utilized.

(4) Importance of reviewing the Vietnamese experiences for the “examination mechanism for the assistance scale” by the head offices of MOFA, JICA and JBIC, and utilizing the results to draw the lessons for the ongoing discussions on a possible introduction of country-based budget allocation in priority countries

It is useful to review the experience of the “examination mechanism for assistance volume” piloted in Vietnam and to utilize the results of this review to consider how to introduce the country-based budget allocation in priority countries in which interest is currently growing at the head offices of MOFA, JICA and JBIC. Based on innovative ideas, in Vietnam, this mechanism seems to be effective as an incentive for prompting the recipient government to improve policies and enhance the institutional capabilities. Such mechanism has also the merit for the governments of recipient countries because the predictability of the volume of Japan’s assistance would improve. Nonetheless, there is a need to improve the weighting method of the five evaluation criteria and make the monitoring indicators/items more objective and clearer than the present ones. It is also important to make the process for examining evaluation results more transparent. Moreover, this type of examination mechanism has limited effectiveness if it is implemented only in Vietnam. It is recommended that this mechanism be introduced at least in priority countries for Japan’s ODA in order to raise its effectiveness. These issues need to be examined by relevant governmental stakeholders on the Tokyo side. Based on the innovative approach in Vietnam, it is suggested that the head offices of MOFA, JICA and JBIC examine matters such as which items stipulated in the Vietnamese mechanism are applicable to other countries, whether there are items that should be considered specifically for Vietnam, and what are the issues concerned at the time of implementing such mechanism. Feedback on the review results should be given to the ongoing discussions on country-based budget allocation.

¹ “ODA Evaluation Guideline, Third Edition” (MOFA, May 2006)

² In order for development aid to contribute to poverty reduction, it is increasingly recognized that there is a need not only for conventional policies focusing on economic growth, but also policies focusing on comprehensive issues such as income distribution, human development, and good governance. Based on this trend, in October 1998 at the World Bank/IMF Annual Meetings, the “Comprehensive Development Framework” which aimed at the macroeconomic stabilization of the recipient countries and, at the same time, development with balances structural, social and human aspects, was adopted. PRSPs are formulated and implemented in developing countries, in accordance with the concept of this framework. (From MOFA website.)

³ Through the participation in PRSC (joint financing), Japan is able to take part in discussions and policy

dialogues in all assistance areas covered by PRSC, including the assistance area of growth promotion. By clarifying its opinions and policies, Japan is also able to promote the understanding other donors and the GoV and have an impact on the orientation of PRSC itself. For example, as for participation in PRSC, including working for incorporation of items specified at Japan's bilateral effort, like the Japan-Vietnam Joint Initiative, into the triggers of PRSC, Japan is making efforts in policy support in multilateral frameworks, and is utilizing this as a means for accomplishing the objective of supporting growth promotion.

⁴ Coordination among different schemes such as "From Development Studies (F/S and M/P) to Yen Loan Aid" and "D/D Collaboration to Yen Loan Aid."

⁵ For example, there are cases where JICA, JETRO and JBIC respectively undertook pre-F/S, F/S and SAPROF for high-priority projects including mass transit, based on the recommendations of the study on the Hanoi comprehensive urban development plan (JICA M/P).

⁶ As for the effects of aid coordination, it is expected that the procedures on the Vietnamese side would be reduced through the harmonization of donor procedures and the improvement in project execution rate. However, it is essentially necessary for the Vietnamese side to make efforts to improve and strengthen its own country system (administrative and management systems, etc.).

⁷ In addition to this three-layer structure, the approach to programmatic aid is currently under review. Programs are positioned under sectors and interpreted as the collections of individual projects. Different schemes are combined under the program, in order to efficiently achieve objectives through the concentrated implementation of aid.

⁸ For example, there were cases of yen loan projects in China to which local governments in Japan provided support. In a particular sewage treatment project funded by yen loan, there were problems such as the low level of technical capabilities of the introduced plants and inappropriate fee structures (systems). Complementary support was given to this project, by adding the cooperation and exchange activities from Japan's local governments. This is an example of collaboration between yen loan aid and the activities of local governments in Japan, and an improvement in the effects of aid could be expected. In the same way, among forestation projects in China (yen loan aid), there were projects in which collaboration was extended by NGO for methods of tree planting, operation and maintenance, and also for provision of guidance locally. Furthermore, there are cases where NGOs and local governments participate at the project appraisal phase, and there has been progress in collaboration between yen loan aid and local governments and NGOs. (From information provided by JBIC at the Third Review Meeting of this evaluation study on December 6, 2006)

⁹ As an example of outcome-oriented CAP, the Cooperation Matrix shown on the CAP for the Republic of Ghana (formulated in September 2006) Annex 3, can be useful reference. This matrix shows expected outcomes and indicators to track implementation toward outcomes that the Government of Ghana and the related donors jointly agreed based on PRSP for Ghana.

¹⁰ Although some of the recommendations may go beyond the scope of this evaluation study, these are included with a view to contributing to the ongoing reform in ODA policy and system.

¹¹ "Examination and Improvement of ODA - Aiming for Better Quality of ODA -" (MOFA, December 2005)

¹² "Strategizing Japan's ODA: Japan's Action in Vietnam" (Mitsuru Kitano, December 2006) published by the GRIPS Development Forum