

Third Party Evaluation 2007
The Ministry of Foreign Affairs of Japan

**Evaluation of Japanese Educational Cooperation
Policy “Basic Education for Growth Initiative”
-Summary-**

March 2008

Preface

This report is a summary of the results of the Evaluation of Japanese Educational Cooperation Policy “Basic Education for Growth Initiative (BEGIN)” undertaken by the External Advisory Meeting on ODA Evaluation requested by the International Cooperation Bureau of the Ministry of Foreign Affairs of Japan.

Japan’s Official Development Assistance (ODA), since its commencement in 1954, has contributed to addressing the international and domestic issues which varies with the times. Recently, there have been increased domestic and international calls for more effective and efficient implementation of assistance. The Ministry of Foreign Affairs, as the coordinating ministry for 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.

The target of this evaluation study was BEGIN, Japan’s first sectoral development policy (initiative) in the basic education sub-sector which was announced on the occasion of the G8 Kananaskis Summit in June 2002. Through BEGIN, the Government of Japan clearly showed its principle of giving priority to the basic education sub-sector and made an appeal for its basic philosophy and priority areas to the international community. In 2007, after five years from the announcement of BEGIN, when a new JICA would start by merging of the Japan International Cooperation (JICA) with the part of the Japan Bank for International Cooperation (JBIC) in the following year, this evaluation study was conducted to obtain lessons and make suggestions for enhancing policy formulation and implementation of development interventions in the basic education sub-sector in the future.

The External Advisory Meeting on ODA Evaluation, which was formed, as an informal advisory body of the Director-General of the International Cooperation Bureau of the Ministry of Foreign Affairs of Japan, 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 Ministry of Foreign Affairs. Prof. Hiroko Hashimoto, a member of the Meeting and Professor of Jumonji University, was in charge of this evaluation.

Prof. Kazuo Kuroda, Professor of Waseda University, being an advisor to the study, made enormous contribution to this report. Likewise, the Ministry of Foreign Affairs, the Ministry of Education, Sports, Culture, Science and Technology, JICA, JBIC and the ODA Taskforces¹ also gave their cooperation. We would like to take this opportunity to express our sincere gratitude to the Government of Kenya, the Government of Ethiopia and all those who were involved in this study. The ODA Evaluation Division of the International Cooperation Bureau of the Ministry of Foreign Affairs was in charge of coordination for this study. All other supportive works, including information collection, analysis and report preparation, was provided by International Development Center of Japan under

¹ ODA Taskforces are the coordination bodies of all the Japanese concerned agencies, which are set up in the field in order to achieve efficient and effective development assistance. As of 2007, ODA Taskforces have been established in more than seventy countries including Morocco.

commission of the Ministry of Foreign Affairs.

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 2008

The External Advisory Meeting on ODA Evaluation:

Hikomitsu MUTA (Member of the Board/Executive Vice President, Tokyo Institute of Technology)

Kiyoko IKEGAMI (Director, UNFPA Tokyo Office)

Yoshikazu IMAZATO (Former Editorial Writer, The Tokyo Shimbun)

Izumi OHNO (Professor, National Graduate Institute for Policy Studies)

Yayoi TANAKA (Associate Professor, National Institution for Academic Degrees and University Evaluation)

Masato NODA (Trustee, Nagoya NGO Center/Associate Professor, Chubu University)

Hiroko HASHIMOTO (Professor, Jumonji University)

Katsuya MOCHIZUKI (Director in Charge, Inter-disciplinary Studies Center, Institute of Developing Economies)

Tatsufumi YAMAGATA (Director, Development Strategies Studies Group Development Studies Center/
Professor, Institute of Developing Economies (IDE))

Outline

“Basic Education for Growth Initiative (BEGIN)” is a sectoral development policy (initiative) of the Government of Japan (GOJ) that was announced at the G8 Kananaskis Summit in June 2002. Main points of the evaluation results are outlined as follows:

[Evaluation Results]

Relevance of Policy: The announcement of BEGIN, the first educational assistance policy ever made by GOJ in the basic education sub-sector, at the G8 Kananaskis Summit in June 2002 was epoch-making. BEGIN is consistent with the former and the current ODA policies. However, it is not explicitly reflected in the country assistance programs of the Ministry of Foreign Affairs (MOFA) or in the country programs of the ODA implementation agencies.

Effectiveness of Results: Among BEGIN's priority areas, substantial outcomes of the “assistance for improving quality of education” have been achieved. The “assistance for ensuring access to education” has been promoted by the technical cooperation and the grassroots human security grant aid, but the spreading of the impact has been still limited. More effective and increased implementation of the Japanese ODA loan programs needs to be considered in order to encourage recipients' commitment; to practice community participation in school construction; and to expand the coverage of access to education. The assistance for “improvement of management of education” has started to achieve the outputs and outcomes, recently. It is necessary to put together and systematize the methods and outputs and to consider how to strengthen the sustainability of the fruit of the interventions.

Appropriateness of Processes: BEGIN might have become more effective if it had spelled out clearly its concrete and verifiable target goals; the strategic budget allocation in a selective and focused manner; and concrete programs for its attainment. Although the follow-up of BEGIN has not been well organized, the Japan International Cooperation Agency (JICA) has made effective use of BEGIN in formulating and implementing the technical cooperation. On the other hand, the number of the basic education programs supported by the Japanese ODA loan is still limited. It is expected that the Japan Bank for International Cooperation (JBIC) would further strengthen and expand its contribution in the basic education sub-sector.

[Recommendations]

1. Recommendations on formulation of BEGIN are to: (1) present a clear and concrete initiative with outcome-based goals, verifiable targets and priority areas; (2) formulate sectoral development initiatives and improve the system of public relations in collaboration with the international community; and (3) set up a comprehensive monitoring and evaluation mechanism of the initiative implementation.
2. Recommendations on mainstreaming BEGIN in ODA policy framework are to: (1) set a clear instruction in order that BEGIN is reflected in country assistance programs and country programs. BEGIN should be also backed up by the GOJ upstream policies; (2) design annual plans and guidelines with quantitative targets; (3) prepare a framework based on the projects experiences; (4) be actively engaged in EFA-Fast Track Initiative (FTI); and (5) create a framework of systematic assistance to eliminate gender disparity.
3. Recommendations on Implementing BEGIN are to: (1) promote assistance in human

resources development and empowerment in general grant aid (including budgetary support); (2) utilize the ODA loans scheme effectively; (3) expand the coverage and impacts of the technical cooperation projects; (4) strengthen linkages with other development sectors; (5) formulate an “all-Japan” ODA implementation structure; and (6) design and implement a new development assistance initiative in whole education sector as “post-BEGIN” to show the clear direction of Japan’s education assistance after the creation of New JICA².

² New JICA will start by JICA’s merging with the part of JBIC in 2008.

**Evaluation of Japanese Educational Cooperation Policy
 “Basic Education for Growth Initiative (BEGIN)”
 (Third-party Evaluation, Priority Issue Evaluation)**

<p>1. Theme: Evaluation of Japanese Educational Cooperation Policy “Basic Education for Growth Initiative (BEGIN)”</p>	 <p>Interview with Ministry of Financial Economic Development, Ethiopia</p>
<p>2. Case Study Countries: Kenya and Ethiopia</p>	
<p>3. Evaluators:</p> <p>(1) Team Leader: Dr. Hiroko Hashimoto, Professor, Jumonji University</p> <p>(2) Advisor: Dr. Kazuo Kuroda, Professor, Graduate School of Waseda University</p> <p>(3) Consultant: International Development Center of Japan</p>	
<p>4. Period of Evaluation Survey: July 2007 – February 2008</p>	
<p>5. Descriptions of Evaluation:</p> <p><u>(1) Evaluation Objective:</u> The study aimed to contribute i) to the better policy formulation and to the more effective and efficient and implementation of development interventions in Japan’s official development assistance (ODA) in the basic education sub-sector; and ii) to the enhancement of the transparency and accountability to the stakeholders of ODA by publicizing the evaluation results.</p> <p><u>(2) Evaluation Scope:</u> The target of the study is “Basic Education for Growth Initiative (BEGIN)”, the first basic education assistance policy of the Government of Japan (GOJ), which was announced to the international community at the G8 Kananaskis Summit in June 2002. The target sub-sector of the study is basic education; including primary education, early childhood care and education, and non-formal education (adult literacy education etc). The target period of the study is from the year of 2000, when the Education for All (EFA) Dakar Framework for Action adopted, to 2007, in order to compare the situations “before” and “after” the announcement of BEGIN.</p> <p><u>(3) Evaluation Methodology:</u> The study consisted of five major steps of: i) Information gathering and analysis of the trend and mainstream of the international community in the basic education development; Japan’s ODA trend and performance in the basic</p>	

education sub-sector; and the background and process of formulating BEGIN; ii) questionnaire survey of how they recognize BEGIN and implement the basic education development interventions to the Japanese embassies in the countries, where the ODA Taskforces of Japan are organized, and to the Office of Japan's Representative to UNESCO; iii) field survey of the BEGIN implementation in the case study countries: Kenya and Ethiopia; iv) case study on some of the completed and on-going basic education projects by reviewing reports and documents, and finally v) concluding evaluation results from the viewpoints of: a) relevance; b) appropriateness; and c) effectiveness, and preparing lessons and recommendations.

6. Evaluation Results:

(1) Relevance:

BEGIN clearly declared to the home and abroad that Japan's ODA would give priority to the basic education sub-sector for contributing to the achievement of EFA and the poverty alleviation by referring to the importance of the basic education, essential for human resources development and nation-building. This announcement of BEGIN at the G8 Kananaskis Summit was epoch-making because BEGIN was the first educational assistance policy, ever made by GOJ, through showing "six basic philosophies" and "three priority areas" based on the expertise and experiences accumulated by the educational assistance of Japan.

BEGIN is deemed to be consistent with the former and the current ODA Charters as well as with the former and the current Mid-Term Policies on ODA. It was, however, not explicitly reflected in the country assistance programs of the Ministry of Foreign Affairs (MOFA) and the ODA implementation agency's country programs; because the roles and objectives of BEGIN in the context of Japan's basic educational assistance was not clearly defined.

(2) Effectiveness:

Among the BEGIN's three priority areas, substantial outcomes of the "assistance for improving quality of education" have been achieved by Japan's technical cooperation related to teacher training, whose expertise and experiences was reviewed and put together systematically.

Though the "assistance for ensuring access to education" was promoted through technical cooperation and grass-roots human security grant aid, the reach of the impact

has been still limited. In the case of school construction through general grant aid programs, community participation, that is necessary for encouraging recipients' self-help efforts and strengthening their sense of ownership, was not well practiced due to Japan's ODA's regulations. For improving the contribution to the "assistance for ensuring access", more effective and increased implementation of the Japanese ODA loans needs to be considered to encourage recipients' commitment as well as to expand the coverage of the interventions.

The assistance for "improvement of management of education" has started to achieve outputs and outcomes, recently. It is necessary to put together and systematize the methods and outputs and to consider how to strengthen the sustainability of the fruit of the interventions.

BEGIN produced successfully diplomatic impacts when it was announced on the occasion of the G8 Kananaskis Summit. Insufficient following-up to monitor the progress of BEGIN and to raise public awareness to BEGIN has limited the recognition of BEGIN by developing countries, by the other donor agencies, and even by the officers engaged in Japan's ODA. BEGIN has not been effective from the diplomatic viewpoints for the past five years after the first announcement.

(3) Appropriateness:

BEGIN was formulated through the collaboration between the two major ministries involved in the basic educational assistance: namely, MOFA and the Ministry of Education, Sports, Culture, Science and Technology (MEXT), which was meaningful to strengthen their coordination. BEGIN might have become more effective if it had spelled out clearly its targeted goals; the ways of strategic budget allocation in a selective and focused manner; and projects and programs for the attainment of the goals. BEGIN's basic philosophies and priority areas, without showing how to monitor the progress and how to achieve them, have not been recognized as practical strategies or approaches which should be followed and realized, but as the idealistic goals.

At the level of the ODA implementation agencies, the Japan International Cooperation Agency (JICA) has made effective use of BEGIN in formulating and implementing programs and projects in the basic education sub-sector by introducing flexible and comprehensive approaches. Although the number of the basic education programs supported by the Japanese ODA loans is still limited, it is expected that the Japan Bank for International Cooperation (JBIC) would strengthen and expand its contribution in the

basic education sub-sector.

7. Recommendations

7-1. Recommendations on Formulation of Development Assistance Policies (Initiatives):

The following recommendations are presented on the basis of a premise that, since it is difficult to expect Japan's ODA would increase quantitatively, its qualitative improvement is crucial to make it more effective and more visible to both of the Japanese and the international stakeholders.

- (1) The sectoral development assistance policies (initiatives) formulated by MOFA should include new programs, verifiable targets and goals, and the ways to allocate budget strategically by focusing on selected priority areas, in order to assure timely and effective realization of the policies.
- (2) In formulating a new initiative, MOFA should refer to more ideas and suggestions from the international agencies, from development countries, and from Japan's ODA personnel working in developing countries and to make the initiative functional and practical. Before the announcement of the initiative to the public, it is necessary to discuss the possibilities of collaboration and coordination to implement the initiative with other donors. The following-up mechanisms of the initiative implementation, after the announcement, should be properly organized. Public relations campaigns should be planned and enhanced to make the efforts and achievements known to the wider-range of stakeholders.
- (3) The guidelines of planning, implementation, monitoring and evaluation of the sectoral development policies (initiatives) need to be prepared. At the same time, it is recommended to assign one section/unit of MOFA to monitor and evaluate all of the sectoral development policies (initiatives) from the cross-cutting viewpoints.

7-2. Recommendations on Mainstreaming BEGIN in Japan's ODA Policy Framework:

All parties and individuals working for the development assistance in basic education should make concerted efforts and step forward in the same direction unified along the lines of BEGIN. To this end, the following recommendations are put forward:

- (1) BEGIN should be clearly defined by MOFA as the principal basic education policy in Japan's ODA. The relevant sections/units of MOFA, JICA and JBIC should be instructed to prepare their country assistance programs or country programs to realize the basic philosophies and the priority areas of BEGIN.

- (2) BEGIN's basic philosophies and priority areas should not be regarded only as an idealistic and/or moral effort target. BEGIN should have clear targets and goals with an annual plan of actions including verifiable indicators, guidelines and framework for implementing and realizing the basic philosophies and priority areas.
- (3) In order to strengthen the assistance with emphasizing the self-help efforts and commitment of development countries, a proper framework should be prepared based on the lessons learnt from the past project experience and reflected in the process of project formulation and implementation. It is necessary to consider how to effectively send a message to introduce the substantial outputs of BEGIN's basic philosophies to the international community.
- (4) In 2008, Japan will play a role of co-chair country of the EFA-Fast Track Initiative (FTI). When fulfilling its co-chairing responsibilities, Japan should make visible and useful contributions to FTI by focusing and practicing BEGIN's basic philosophies.
- (5) The ways to eliminate gender disparity should be mainstreamed and systematized in the education assistance on the basis of the experiences and expertise of both Japan and other donors, so that this goal might explicitly be addressed in every assistance intervention relating to basic education.

7-3. Recommendations on Implementation Structure of BEGIN

Taking the opportunity of creation of New JICA³ by the consolidation of JICA and JBIC in 2008, the following recommendations need to be considered to make further efforts in the area of assistance in basic education by combining their variety of schemes of assistance:

- (1) Regarding school construction projects implemented by general grant aid, the existing ODA system is required to be improved, in consistence with BEGIN's basic principles, in order to encourage self-help efforts and to make full use of local resources in the form of community participation.
- (2) More extensive use of the Japanese ODA loans would enhance effectiveness for ensuring access to education, because the ODA loan is expected to make more extensive impacts. The programs supported by Japanese ODA loans are expected to encourage the recipient's commitment and support self-help efforts.
- (3) As the technical cooperation has played an important role in ensuring access to

³ New JICA will start by JICA's merging with the part of JBIC in 2008.

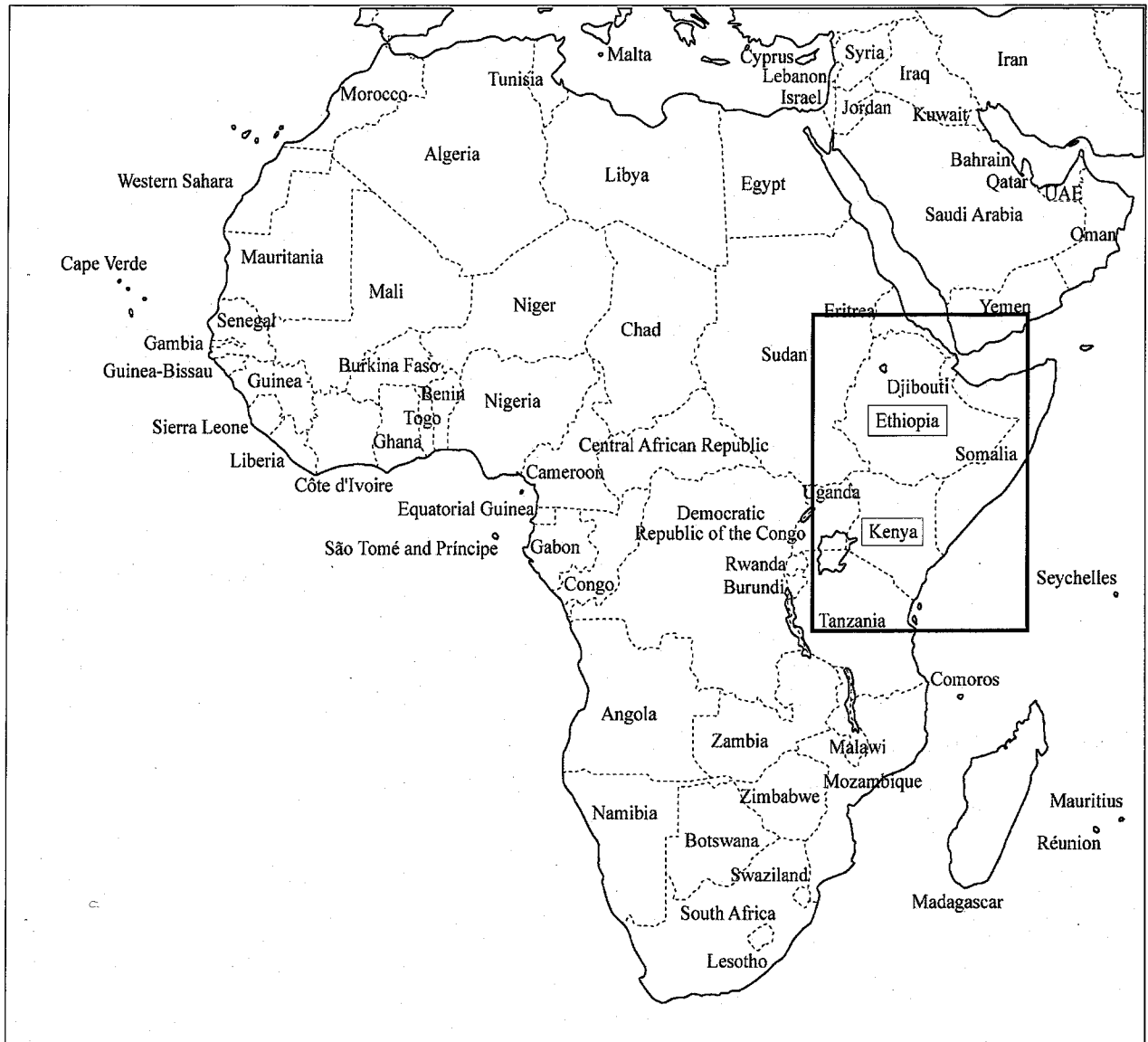
education, improving quality of education and improving management of education, the technical cooperation should be designed, in order to produce more extensive impacts through effective coordination with the general grant aid and the Japanese ODA loans.

- (4) For the purpose of implementation of a comprehensive basic education project/program with including activities related to the other development sectors: such as health, water and sanitation, and income generation, new implementation strategies should be devised so that those strategies could be reflected in the country assistance programs for implementing the comprehensive projects and programs.
- (5) An "all-Japan" ODA implementation structure should be built and strengthened through the joint efforts of the Ministry of Finance (MOF), MOFA, MEXT, New JICA, NGOs, consultants and researchers. A regular meeting should be organized and held to discuss and coordinate important issues to realize BEGIN's basic philosophies and policy objectives.
- (6) With a new coming paradigm, it is necessary to design and implement a new development assistance initiative in the basic education sub-sector as "post BEGIN", following the recommendations mentioned above, with clear numerical targets, a concrete action plan and a following-up and monitoring plan.

Now, it is highly expected and strongly requested, by the inside and the outside of Japan, to clearly show the future direction of Japan's educational development assistance after the creation of New JICA for further improvement in quality of the current education assistance and in better collaboration and coordination with other donors.

(Note: The opinions expressed in this summary do not necessarily reflect the views and positions of the Government of Japan or any other institutions.)

Location Map of the Case Study Countries: Kenya and Ethiopia



Note: The above map does not show the correct scale.

Photos: Evaluation of Japanese Educational Cooperation Policy
“Basic Education for Growth Initiative”



Interview with Ministry of Education, Science and Technology, Kenya



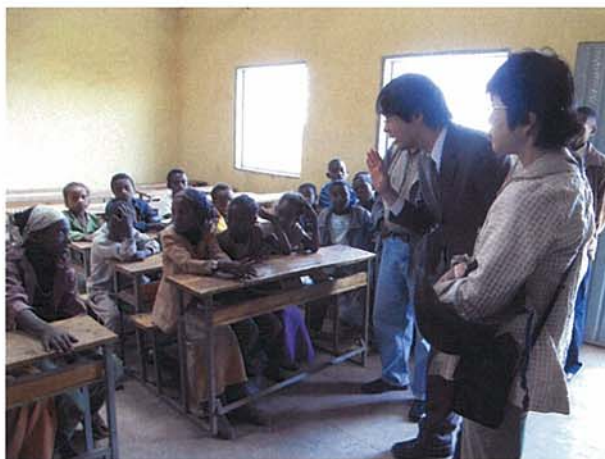
Interview with Ministry of Financial Economic Development, Ethiopia



Classroom blocks and flower beds constructed by the community members supported by the ManaBU Project, Ethiopia



Inside of the classroom of one of the government primary schools in the rural area, Ethiopia



Interview with the pupils and the teachers in the primary school constructed through the ManaBU Project, Ethiopia



Educational instructors gathering from different African countries and trained by the training program of SMASSE Phase II