

Third Party Evaluation Report 2013
Ministry of Foreign Affairs of Japan

Evaluation of the Assistance under the Initiative for Disaster Reduction through ODA

February 2014

Foundation for Advanced Studies on International Development

Preface

This report under the title of Evaluation of the Assistance under the Initiative for Disaster Reduction through ODA was undertaken by the Foundation for Advanced Studies on International Development, entrusted by the Ministry of Foreign Affairs (MOFA) in fiscal 2013.

Since its commencement in 1954, Japan's Official Development Assistance (ODA) has contributed to the development of partner countries and to finding solutions to international issues which vary with the times. Recently, more effective and efficient implementation of ODA has been required not only in Japan but also in the international community. MOFA has been conducting ODA evaluations every year mainly at the policy level with two main objectives: to improve the management of ODA; and to ensure its accountability. The evaluations are conducted by third parties to enhance their transparency and objectivity.

This evaluation study was conducted with the objectives of reviewing Japan's assistance under the Initiative for Disaster Reduction through ODA (2005), in order to draw lessons to make recommendations for reference in policy planning on future assistance on disaster risk reduction (DRR), and to ensure accountability by making the evaluation results widely available to the general public.

Kaoru Hayashi, Professor of Bunkyo University, served as a chief evaluator to supervise the entire evaluation process, and Kimiro Meguro, Director of International Center for Urban Safety Engineering and Professor of the University of Tokyo, served as an advisor to share his expertise on DRR. Both have made enormous contributions from the start of this study to the completion of the report. In addition, in the course of this study, we have benefited from the cooperation of MOFA, the Japan International Cooperation Agency (JICA), and many other DRR-related institutions, as well as government agencies in the People's Republic of Bangladesh and non-governmental organizations (NGOs). We would like to take this opportunity to express our sincere gratitude to all who were involved in this study.

Finally, the Evaluation Team wishes to note that the opinions expressed in this report do not necessarily reflect the views or positions of the Government of Japan.

February 2014

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Note: This English version of the Evaluation Report is a summary of the Japanese Evaluation Report of Evaluation of the Assistance under the Initiative for Disaster Reduction through ODA.

Evaluation of the Initiative for Disaster Reduction through ODA (Brief Summary)

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Period of the Evaluation Study

July 2013 – February 2014

Case Study Country

People's Republic of Bangladesh



Cyclone Shelter in Chittagong,
Bangladesh
(completed in 2005)

Background, Objectives, and Scope of the Evaluation

The Government of Japan, based on its experiences and knowledge, has been actively implementing international cooperation in disaster risk reduction (DRR). At the second UN World Conference on Disaster Reduction (WCDR) in 2005, the Hyogo Framework for Action (HFA) was formulated. The Government of Japan also presented the “Initiative for Disaster Reduction through ODA” (hereinafter referred to as “the Initiative”) as its basic policy for international cooperation in DRR. In 2015, Japan will host the third WCDR, where the post-2015 framework for DRR will be adopted.

Based on these circumstances, this evaluation was conducted with the objective of comprehensively assessing the Initiative implemented by the Government of Japan since the second WCDR, so that it can be used as a reference for Japan's future policy planning in preparation for the third WCDR. An additional objective is to disseminate information on the achievements and strengths of Japanese cooperation in DRR thus far and to further strengthen the Japanese presence in this field. Furthermore, this evaluation aims to fulfill accountability towards the citizens of Japan through the publication of its results and will be useful in conducting public relations regarding ODA.

The scope of this evaluation includes the Initiative and the assistance provided under it, with the period for evaluation set as the time since the Initiative was announced in 2005. Furthermore, the inputs and achievement for assistance projects in Bangladesh were ascertained as the case study.

Brief Summary of the Evaluation Results

The Initiative was significant in that it allowed the Japanese assistance in the field of DRR, which has been implemented over many years, to be clearly demonstrated within and outside of Japan. Additionally, the financial commitments for support under the Initiative were carried out as pledged, with especially successful results in human resources development. For more than 20 years, Japan has contributed to international cooperation in the field of DRR by hosting international conferences and ensuring that DRR is clearly stipulated in international agenda in the field of development. The benefits of cooperation in DRR can be seen in the case study country of Bangladesh.

● **Development Viewpoints**

(1) Relevance of Policies

Addressing global issues, the Initiative and assistance provided under it are in line with Japan's ODA Charter and the Mid-Term Policy. It is also consistent with international issues as well as other donors' policies. Japan's comparative advantage in terms of its experiences, knowledge, and technological capability in DRR is also thoroughly utilized. Therefore, the Relevance of Policies can be considered extremely high.

(2) Effectiveness of Results

The amount of financial assistance in the field of DRR and the proportion of the total amount of

ODA have increased under the Initiative. It is the largest amount when looking only at the field of disaster prevention, accounting for 33% (2005-2011) of the total assistance provided by the Organization for Economic Co-operation and Development (OECD)'s Development Assistance Committee (DAC) member countries and international organizations. In the case study country of Bangladesh, more time is necessary to verify effectiveness in the field of human resources development, but the development of weather radars and cyclone shelters has contributed greatly to mitigating disaster damage. Therefore, the cooperation provided under the initiative can be considered effective.

(3) Appropriateness of Processes

While there are many Japanese organizations in the field of DRR (ministries and agencies, DRR-related organizations, Japan International Cooperation Agency (JICA), offices of international organizations in Japan, NGOs, local governments, and private companies, etc.), the division of roles within the central government is clearly delineated. Their collaborative efforts and information sharing, including that with other relevant organizations, continue to progress, and the overall implementation process is judged as appropriate. When formulating similar initiatives in the future, it is advisable to incorporate a system for policy monitoring. Additionally, it is hoped that partnerships with private companies having considerable knowledge and a high level of technological skills will also be further developed.

● Diplomatic Viewpoints

Japan has contributed greatly to raising the priority of DRR in the field of development. Announcing the Initiative at the second WCDR was effective in increasing Japan's presence within the international community. Japanese technologies and systems have a comparative advantage in regard to cooperation in the field of DRR. This type of cooperation has been specially positioned to increase the sense of reliability placed in Japan and to allow the promotion of friendly bilateral relations.

Main Recommendations

(1) Mainstreaming of DRR

In order to promote the mainstreaming of DRR, it is advisable to compile disaster statistics from disaster-prone countries and introduce a disaster risk assessment system at the earliest possible stage so that DRR aspects can be incorporated into all projects.

(2) Strengthening Strategic Utilization of “Soft Component” Assistance

When providing economic and social infrastructure development assistance, it is important to simultaneously strengthen the strategic combination with soft component assistance in order to increase its impact.

(3) Formulation of a New Initiative with a Clear Message

By presenting a new initiative at the third WCDR in 2015, Japan will be able to express its approach to DRR assistance more clearly. It is then hoped that Japan will clearly show that it places importance on prevention, explicitly state its post-HFA involvement, and prepare a monitoring framework with a clearly indicated system of goals.

(4) Partnerships with Diverse Actors

For cooperation in the field of DRR, it is important to form partnerships with local governments possessing know-how, DRR-related organizations, NGOs, international organizations, private companies, universities, and research institutions. To do this, it is advisable to increase the opportunities for these actors to work closely and exchange information by appealing to the relevant organizations.

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1. Objectives and Policies of Evaluation

1-1. Background and Objectives of Evaluation

The Government of Japan, based on its experiences and knowledge, has been actively implementing international cooperation in disaster risk reduction (DRR). At the second UN World Conference on Disaster Reduction (WCDR) in 2005, the Hyogo Framework for Action (HFA) was formulated as an international course of action for DRR for the next 10 years. The Government of Japan also presented the “Initiative for Disaster Reduction through ODA” (hereinafter referred to as “the Initiative”) as its basic policy for international cooperation in DRR. In 2015, Japan will host the third WCDR, where the post-2015 framework for DRR will be adopted.

Based on these circumstances, this evaluation was conducted with the objective of comprehensively assessing the Initiative implemented by the Government of Japan since the second WCDR, so that it can be used as a reference for Japan's future policy planning in preparation for the third WCDR. An additional objective is to disseminate information on the achievements and strengths of Japanese cooperation in DRR thus far and to further strengthen the Japanese presence in this field. Furthermore, this evaluation aims to fulfill accountability towards the citizens of Japan through the publication of its results and will be useful in conducting public relations regarding the Official Development Assistance (ODA).

1-2. Scope of Evaluation

The scope of this evaluation includes the Initiative and the assistance provided under it, with the period for evaluation set as the time since the Initiative was announced in 2005. Furthermore, the inputs and achievement for assistance projects in the DRR field in Bangladesh were ascertained as the case study.

1-3. Evaluation Framework

This evaluation was conducted using three criteria from the development viewpoints: relevance of policies, effectiveness of results, and appropriateness of processes, in accordance with the ODA Evaluation Guidelines (2013) issued by the Ministry of Foreign Affairs (MOFA). Also, the evaluation was conducted from the diplomatic viewpoints. The evaluation criterion for each is described below.

(1) Relevance of Policies

The relevance of the assistance under the Initiative was evaluated from three perspectives: its conformity with (i) Japan's ODA policies, (ii) international priority issues

and trends, and (iii) other donors' and international organizations' policies on DRR . Also, the relevance was evaluated based on whether Japan's experiences and strengths are reflected in the Initiative.

(2) Effectiveness of Results

The effectiveness of results was evaluated by verifying what efforts have been made under the Initiative and what changes were brought about by these efforts. Assistance for Bangladesh related to DRR was examined as a case study.

(3) Appropriateness of Processes

Regarding the appropriateness of processes, the implementation process of the assistance under the Initiative was evaluated in terms of needs assessment, monitoring and evaluation and internal support. It was verified whether the implementation process has contributed to ensuring the relevance and effectiveness of the assistance. The implementation process of the assistance for Bangladesh was examined as a case study.

1-4. Procedure of Evaluation

This evaluation study was conducted from July 2013 to February 2014. First, the evaluation team discussed with relevant sections of MOFA and the Japan International Cooperation Agency (JICA) to define the objectives and framework of the evaluation. Subsequently, interviews were conducted with MOFA, other ministries, JICA, and other organizations related to DRR. International organizations, such as United Nations International Strategy for Disaster Reduction (UNISDR) and United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA), were also interviewed. Literature survey was also conducted on the assistance under the Initiative and on the issues and trends regarding DRR.

The field survey was called off due to political instability in Bangladesh. Instead, questionnaire survey was conducted to the Embassy of Japan in Bangladesh, JICA Bangladesh, Bangladeshi implementing agencies, and other relevant institutions. The beneficiary survey was carried out by a local consultant under the instruction of the Evaluation Team.

The final report was prepared after receiving opinions and comments on the draft report from the relevant sections of MOFA and JICA¹.

¹ The full evaluation report is available in the Japanese language only.

2. Japan's Assistance and Efforts in the Field of Disaster Risk Reduction

2-1. Japan's ODA Allocated for Assistance in the Field of Disaster Risk Reduction and Reconstruction

The total amount of Japan's ODA in 2011 was USD 10,831million, which is a combined total of bilateral ODA and contribution to international organizations. The cumulative total since 2005 was USD 72,879 million.

The amount of Japan's ODA allocated for the field of DRR and reconstruction in 2011 was USD 1,332 million, and the cumulative total since 2005 was USD 5,532 million (Table 1). Among bilateral donors, Japan ranked second after the U.S. in terms of the amount of assistance provided. The percentage of the total amount of ODA provided in 2011 used for DRR and reconstruction assistance was 12.3%, which was larger than the percentage in 2005 (7.3%).

Table 1 Japan's ODA for DRR and Reconstruction (million USD)

	2005	2006	2007	2008	2009	2010	2011	Total
ODA Total	13,126	11,136	7,697	9,601	9,467	11,021	10,831	72,879
Increase from the Previous Year		-15.2%	-30.9%	24.7%	-1.4%	16.4%	-1.7%	
ODA for DRR and Reconstruction	957	615	556	619	463	988	1,332	5,532
Increase from the Previous Year		-35.7%	-9.6%	11.3%	-25.2%	113.3%	34.8%	
% in ODA Total	7.3%	5.5%	7.2%	6.5%	4.9%	9.0%	12.3%	7.6%
ODA for Prevention	133	126	102	177	187	377	256	1,359
Increase from the Previous Year		95.0%	81.1%	173.3%	105.8%	201.5%	68.0%	
% in ODA Total	1.0%	1.1%	1.3%	1.8%	2.0%	3.4%	2.4%	1.9%

(Source) Prepared by the Evaluation Team based on DAC CRS database.

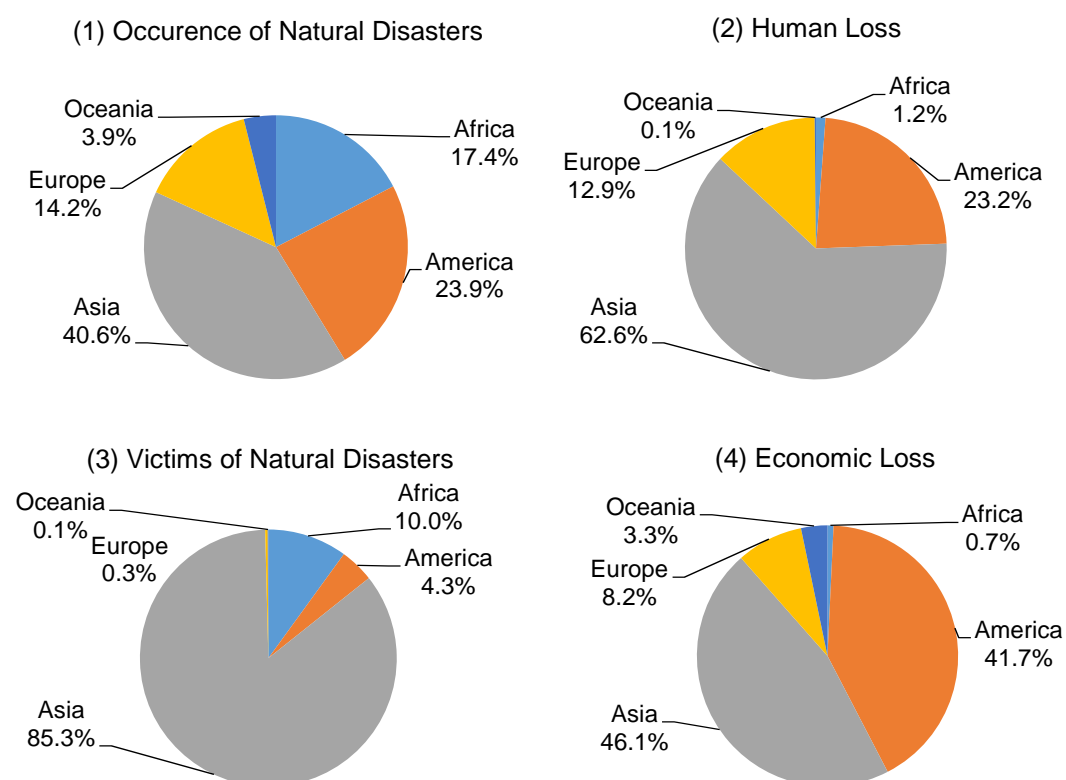
When limiting assistance in the field to disaster prevention, the amount of ODA provided in 2011 was USD 256 million, and the cumulative total since 2005 was USD 1,359 million, making Japan the biggest donor among bilateral donors and international organizations (Table 2). Distinct characteristics of Japan's assistance include, as shown in the figures above, the large amount of assistance related to prevention measures such as flood control, and that the majority of assistance (83%) is targeted for the Asian region. As shown in Figure 1, the Asian region accounts for the largest proportion of natural disasters and their related damages.

Table 2 ODA Flow in Prevention (million USD)

	2005	2006	2007	2008	2009	2010	2011	Total	
DAC Countries	200	164	179	398	462	623	601	2,627	
Japan	133	126	102	177	187	377	256	1,359	32.9%
US	52	14	14	30	59	93	86	348	8.4%
Australia	4	4	7	15	29	33	79	171	4.1%
UK	0	0	0	33	53	11	9	107	2.6%
Germany	3	3	6	12	28	18	25	94	2.3%
Multilaterals	50	59	292	268	251	244	334	1,498	
IDA	29	37	241	142	82	84	142	757	18.3%
EU	9	10	36	104	97	86	114	455	11.0%
UNDP	12	12	15	20	33	43	30	164	4.0%
WFP	0	0	0	0	22	10	17	49	1.2%
WHO	0	0	0	0	15	6	12	33	0.8%
Total	250	223	471	665	713	868	935	4,125	100.0%

(Source) Prepared by the Evaluation Team based on DAC CRS database.

Figure 1 Natural Disasters and the Related Damages by Region (2003-2012)



(Source) Prepared by the Evaluation Team based on data of EM-DAT.

2-2. Japan's Efforts in the Field of Disaster Risk Reduction and Reconstruction

Based on its numerous experiences with powerful disasters, Japan has cultivated knowledge and technologies in DRR and reconstruction as well as a culture for disaster prevention. Making use of this experiences and knowledge to the greatest possible extent, Japan has implemented bilateral cooperation through ODA, assistance via UN organizations, and has promoted partnerships with Asian countries.

2-2-1. Bilateral Cooperation through ODA

The total DRR assistance provided by JICA from 2005 to 2012 was JPY 53.3 billion for Technical Cooperation, JPY 47.1 billion in Grant Aid, and JPY 324.3 billion in ODA Loans. Looking at the content of ODA by scheme, Technical Cooperation has been implemented in a wide range of areas including the improvement of disaster monitoring technology (weather observation/forecasting and earthquake/volcano/landslide monitoring, etc.), support for formulating DRR plans (disaster risk mapping, support for formulating national/regional DRR plans, etc.), building capacity for disaster emergency response, and providing support for improving DRR abilities at the community level. Major projects using Grant Aid have included weather radar development, construction of disaster evacuation facilities, assistance for post-disaster infrastructure restoration, etc. ODA Loans have primarily been used for developing urban drainage facilities, improving rivers, constructing multipurpose dams, and assistance for post-disaster restoration of large-scale infrastructure development.

In addition, trainees have been accepted for training in Japan with regard to DRR, JICA Partnership Programs have been conducted by Japanese NGOs and other organizations, and also emergency aid has been provided (dispatch of the Japan Disaster Relief Team and the provision of emergency relief goods). The Grant Aid provided as a part of emergency aid was implemented by MOFA.



Explaining countermeasures for typhoons
to school teachers in Da Nang City, Vietnam
(© SEEDS Asia)

In addition to JICA and MOFA, DRR cooperation has also been implemented by other agencies such as the Cabinet Office of Japan. Based on experiences with domestic disasters, the Cabinet Office has been especially instrumental in furthering international DRR cooperation through UNISDR as well as promoting multilateral DRR cooperation through Asian Disaster Reduction Center (ADRC) and regional cooperation among

Japan, China, and South Korea.

2-2-2. Promoting Partnerships with Asian Countries

Cooperation is promoted through ADRC, the Asia-Pacific Economic Cooperation (APEC), and the East Asia Summit, etc. Based on a proposal by the Government of Japan, ADRC was formed in 1998 after obtaining agreement from other Asian countries. Building a network among its 30 member countries, this organization has partnered the UN and other international organizations to promote the HFA. Its activities are conducted around the pillars of sharing information related to DRR, developing human resources, improving community abilities for DRR, and partnering relevant agencies.

2-2-3. Cooperation through UN Organizations

Cooperation is also implemented through UN organizations. The major organizations are UNISDR, the World Bank's Global Facility for Disaster Reduction and Recovery (GFDRR), UNOCHA, and the International Recovery Platform (IRP). In particular, Japan has been working together with UNISDR to implement and advance the HFA. Additionally, since UNISDR has an office in Japan, the lessons learned regarding the involvement of the private sector in the reconstruction from the Great East Japan Earthquake have been disseminated as information through this office to the international community.

2-3. Japan's Assistance in the Field of Disaster Risk Reduction and Reconstruction in Bangladesh

2-3-1. Assistance from Major Donors and International Organizations in the Field of Disaster Risk Reduction and Reconstruction in Bangladesh

Of the support provided for DRR and reconstruction in Bangladesh, the largest donor among the member countries of the Development Assistance Committee (DAC) of the Organization for Economic Co-operation and Development (OECD) and international organizations is the International Development Association (IDA), accounting for 35% of the total ODA (Table 3). The next largest donor is the European Union (EU), with Japan ranking third.

Table 3 ODA Flow in the DRR and Reconstruction in Bangladesh (million USD)

	2005	2006	2007	2008	2009	2010	2011	Total	
DAC countries	34.4	10.5	58.7	139.1	57.6	49.7	32.5	382.6	
Japan	0.0	0.0	3.2	58.0	27.3	11.5	5.5	105.5	10.9%
US	4.7	0.1	1.5	37.8	7.5	19.3	7.5	78.5	8.1%
UK	3.3	0.0	16.8	13.4	3.3	3.8	2.2	42.7	4.4%
Sweden	8.4	8.6	2.5	0.5	6.0	0.1	0.1	26.2	2.7%
Australia	0.3	1.3	4.3	7.9	2.1	6.0	2.1	24.0	2.5%
Multilaterals	2.0	5.2	220.9	156.8	55.9	59.1	84.8	584.7	
IDA	0.0	0.0	200.4	100.5	6.1	12.4	28.1	347.4	35.9%
EU	1.3	3.6	15.0	49.7	34.1	25.9	43.1	172.7	17.9%
WFP	0.0	0.0	0.0	3.8	11.5	3.8	6.2	25.3	2.6%
UNDP	0.7	1.3	2.5	2.3	3.0	7.4	3.3	20.6	2.1%
ADB	0.0	0.0	0.0	0.0	0.0	8.9	2.4	11.3	1.2%
ODA Total	36.5	15.7	279.7	295.9	113.6	108.8	117.3	967.4	100.0%

(Source) Prepared by the Evaluation Team based on DAC CRS database.

Japan's cumulative total of ODA from 2005 to 2011 was USD 105.5 million, making Japan the largest donor among DAC member countries. When limited to the field of disaster prevention, Japan has provided a total of USD 30.9 million in assistance, which is equivalent to 44% of the ODA furnished by DAC countries, making Japan the largest donor. When including international organizations, this figure is equivalent to 6% of the total amount of ODA. However, most Japan's assistance is not allocated for prevention, but instead for post-disaster response (71%), with a higher amount provided for reconstruction support, compared to other donors.

2-3-2. Japan's Efforts in the Field of Disaster Risk Reduction and Reconstruction in Bangladesh

Assistance from JICA in the field of DRR in Bangladesh totaled JPY 18.4 billion from 2005 to 2012 (Table 4).

Table 4 JICA Assistance for the DRR Sector in Bangladesh (100 million JPY)

	2005	2006	2007	2008	2009	2010	2011	2012	Total
Earthquake	0.0	0.0	0.1	0.0	0.1	0.0	0.0	0.0	0.3
Flood	0.0	0.4	54.4	8.0	0.1	0.7	0.5	0.6	64.8
Tropical Cyclone	4.3	0.0	0.3	10.0	0.0	0.2	0.2	0.4	15.4
Weather Surveyance	8.7	8.4	10.1	0.0	0.7	0.9	0.7	1.4	30.9
Comprehensive Management	0.0	0.0	69.6	0.1	0.1	0.4	1.6	1.1	72.9
Others	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.1
	13.1	8.8	134.5	18.1	1.0	2.2	3.1	3.6	184.4

(Source) Prepared by the Evaluation Team based on data provided by JICA.

Assistance for DRR in Bangladesh began with the Project for Replacement of Weather Surveillance Radars conducted (1986 to 1988) and has continued until recently, focusing on the development of weather radars and the improvement of infrastructure to be used as countermeasures for flooding and cyclones.

From the time the Initiative was announced in 2005, and based on the Country Assistance Program formulated in the same year, assistance has been provided for developing urgently needed infrastructure such as 1) disaster monitoring through the development of weather radars and improvement of weather analysis capacity, and the development of forecasting, warning, and evacuation systems, and 2) development of drainage facilities, restoring infrastructure after Cyclone Sidr, and construction of cyclones shelters.

Column : Radar System Helped Prompt Evacuation from Cyclone

(The Project for Improvement of the Meteorological Radar Systems at Cox's Bazar and Khepupara in the People's Republic of Bangladesh)

Among the disaster prevention efforts that Japan has supported over the years in Bangladesh is the Cox's Bazar Radar Station and its system for receiving weather satellite data. When Cyclone Cidr hit Bangladesh in November 2011, the Station was able to monitor the cyclone from an early stage and issued early warning alerts, which resulted in a significant decrease in the numbers of dead and missing persons compared with previous cyclones. This is a result of the DRR efforts of the various actors including the Government of Bangladesh, local governments, Bangladeshi Red Crescent, NGOs, community people, international donors, and many others.



Cox's Bazar Radar Station
(completed in 2007)

When JICA and the former Japan Bank for International Cooperation (JBIC) were merged in October 2008, JICA used this opportunity to revise its DRR programs for Bangladesh. In addition to this, based on development policies of the Government of Bangladesh and Japan's Country Assistance Policy for Bangladesh (2012), JICA established the Disaster Management/Climate Change Program. The assistance

stipulated in this program has become more diversified; in addition to the development of flood countermeasures and disaster forecasting/warning systems conducted in the past, the program also covers disaster evacuation systems and earthquake measures. The program was made more strategic by adding ODA Loan, Technical Cooperation, JICA Partnership Program, and Science and Technology Research Partnership for Sustainable Development (SATREPS) to the scope of assistance, which had previously centered on Grant Aid and development studies. Although more than half of the projects involve infrastructure development, projects with the primary objective as human resources development have increased in comparison with the period prior to 2005.

3. Results of Evaluation

3-1. Relevance of Policies

As described below, the Initiative and assistance provided under it are in line with Japan's ODA Charter and its Mid-Term Policy. It is also consistent with international policy and issues as well as assistance policies of other donors. Japan's comparative advantage in terms of its experiences, knowledge, and technological capability in DRR is also thoroughly utilized. Therefore, the relevance of policies can be considered extremely high.

Firstly, four priority issues have been set out in Japan's ODA Charter, one of which is "Addressing Global Issues." One of these issues is disasters. At the UN WCDDR in 2005, the Initiative presented the basic policies and efforts in DRR cooperation through ODA. This demonstrated Japan's efforts in DRR, which is precisely what is specified as a priority issue in the ODA Charter.

Secondly, Japan's strategy for "global outreach" is a growth strategy encouraging Japanese private sector investment utilizing ODA by promoting the development of DRR infrastructure and the guarantee of human security in developing countries. Thus, DRR cooperation has also become an even more important strategy for revitalizing the Japanese economy.

Thirdly, the Initiative is in accordance with the HFA, which is an international agreement on DRR, especially disaster prevention and its risk reduction. The objective of the HFA is to substantially reduce disaster losses in life as well as in the social, economic, and environmental assets of communities and countries. To do this, the Initiative aims to put the DRR strategies of developing countries into effect.

Fourthly, many major donors and international organizations have some type of policy or strategy documents concerning assistance in the field of DRR, with the section on risk mitigation formulated in line with the HFA and having the same policy direction. The Initiative is based on Japan's disaster experiences, and its content makes use of Japan's high level of DRR technology. It is highly complementary with the policies of other donors and international organizations.

3-2. Effectiveness of Results

The amount of financial assistance in the field of DRR and the proportion of the total amount of ODA have increased under the Initiative. It is the largest amount when limiting the field to disaster prevention, accounting for 33% (2005 to 2011) of the total assistance provided by DAC member countries and international organizations. Additionally, the support pledged in the Initiative and at the Asian-African Summit (April

2005) was implemented. Specifically, as assistance for the 2004 Sumatra earthquake and Indian Ocean tsunami disaster, USD 500 million in Grant Aid was provided immediately after the Initiative was announced. Additionally, the assistance of USD 2.87 billion was provided for the Asian-African region, including the creation of tsunami early-warning systems.

In the Initiative, institution building, human resources development, economic and social infrastructure development, and assistance for the reconstruction of livelihoods for disaster victims were specified as concrete actions to be taken to support DRR strategies in developing countries. Between 2005 and 2012, 187 projects (Technical Cooperation, Grant Aid, ODA Loans) under the jurisdiction of JICA were started. During this period, there has been a large increase in the amount of support provided for “soft components” such as institution building and human resources development, and a high effectiveness of results has been confirmed.

In the case study country of Bangladesh, various types of assistance have been provided, primarily in the fields of flooding countermeasures, the development of disaster warning and evacuation systems, earthquake countermeasures, emergency aid, and support for restoration and reconstruction. Assistance for the development of weather radars and cyclone shelters provided prior to and after the announcement of the Initiative contributed to mitigating cyclone and flood damage. Additionally, the assistance provided for human resources development, which has been increased since 2005, has also continued to show results. Therefore, the cooperation provided under the Initiative can be considered effective.

3-3. Appropriateness of Processes

While there are many Japanese organizations in the field of DRR (ministries and agencies, DRR-related organizations, JICA, offices of international organizations in Japan, NGOs, local governments, and private companies, etc.), the division of roles within the central government is clearly delineated. Their collaborative efforts and information sharing, including that with other relevant organizations, continue to progress. Although needs are assessed and monitoring of project implementation status is conducted under the Initiative, this monitoring is no more than conventional needs assessments and project monitoring. Periodic monitoring is conducted to assess only monetary amounts but not implementation status of the Initiative. Furthermore, an increase in opportunities for communication and collaboration among the government, local governments, and private companies is expected for the coming years.

In the Bangladesh case study, since priority has been placed on the DRR sector, collaboration has progressed well and information is shared between the Embassy of Japan in Bangladesh and JICA Office. Cooperation with other donors and international

organizations is also being implemented appropriately.

Therefore, the overall implementation process is considered to have been appropriate.

4. Recommendations

4-1. Mainstreaming of Disaster Risk Reduction

Incorporating disaster risk into the design and implementation of individual projects is effective as a means of expanding prevention measures. Instead of merely conducting projects with the goal of DRR itself, taking the account of disaster prevention aspects in infrastructure development or agricultural projects will result in increased DRR investment and decreased disaster risk. Additionally, relevant parties will be made aware of the importance of DRR.

First, for disaster-prone countries, a database based on disaster statistics that comprehensively shows the natural disaster risks faced by those countries should be customized for JICA project formulation by supplementing it with existing data. For example, if there is more detailed DRR information in past JICA survey reports, a link to those reports should be indicated, and Japan's ODA projects in countries of that region where there has been actual damage caused by natural disasters should be presented. By doing so, it will be easier to form a specific image of what should be done to reduce disaster risk during the project planning stage. In addition to compiling disaster statistics, it is also necessary to examine DRR at an early stage of project formulation and create a system to check if this has been done. JICA has also been considering the introduction of Disaster Risk Assessment into its projects, and the early establishment of this system is desirable.

4-2. Strengthening Strategic Utilization of “Soft Component” Assistance

The Initiative continues to support the development of disaster-resilient economic and social infrastructure, with a policy to appropriately combine this with assistance for “soft components” such as human resources development and institution building. In the future, while providing assistance for economic and social infrastructure development, it is advisable to further strengthen the combination that will assure its results as well as the strategic combination that will increase its impact.

When planning assistance for soft components, issues in the target country or region that may hinder the expansion of the impact of Japan's support for developing infrastructure should be identified. Based on the plans or assistance of other actors, it is necessary to examine the appropriate assistance that should be provided by Japan. For example, in the case of Bangladesh, in order to increase the impact of the development of infrastructure such as weather radars and cyclone shelters, activities can be conducted jointly with governments or NGOs that have already produced results. Also, improvements can be made in the early-warning system by strengthening the community

and DRR systems of local governments in the regions benefiting from the infrastructure. Such measures may include creating a framework for resident awareness activities through local governments, schools, and/or the media, or providing support for further improving the forecasting capabilities of the Bangladesh Meteorological Department.

4-3. Formulation of a New Initiative with a Clear Message

In 2015, the third WCDR will be held in Japan. The formulation of a new initiative based on the following four points is proposed.

Firstly, Japan's focus on prevention should be expressed more explicitly. A prominent feature of Japan's assistance in the field of DRR is that when including everything from emergency aid to reconstruction support and prevention, it makes up a total of 7.2% of the assistance provided by donors and international organizations. However, when limiting the field to disaster prevention, Japan is the largest donor among DAC countries at 32.9%. By emphasizing the importance of prevention, Japan's stance in international DRR cooperation will become clearer, which is expected to link to Japan taking the lead in discussions.

Secondly, a means should be created that allows the connection between the new initiative and the content of the HFA2, which is expected to be adopted at the third WCDR, to be immediately comprehended. To do this, it is advisable for MOFA to be actively involved in the HFA2 formulation process and gather information regarding the details of discussion. With this, it will be possible to develop DRR cooperation projects that are consistent with the common international goals of the HFA2 after 2015, and Japan's commitment to leading the implementation of the HFA2 will be easier to convey domestically and internationally.

Thirdly, it is proposed that a new initiative be presented using a clear and logical system of goals. For example, it is advisable to organize the initiative into a system of overall goals, strategic goals, and concrete strategies. With this, Japan's policies on DRR cooperation can be expressed more clearly to the international community.

Fourthly, although current assistance is only assessed in terms of monetary amounts, it is advisable to also implement regular monitoring of strategy implementation status. Effective activities of public relations can be expected if the results of this monitoring are made public, and it will lead to the fulfilment of accountability regarding the government's implementation and investments.

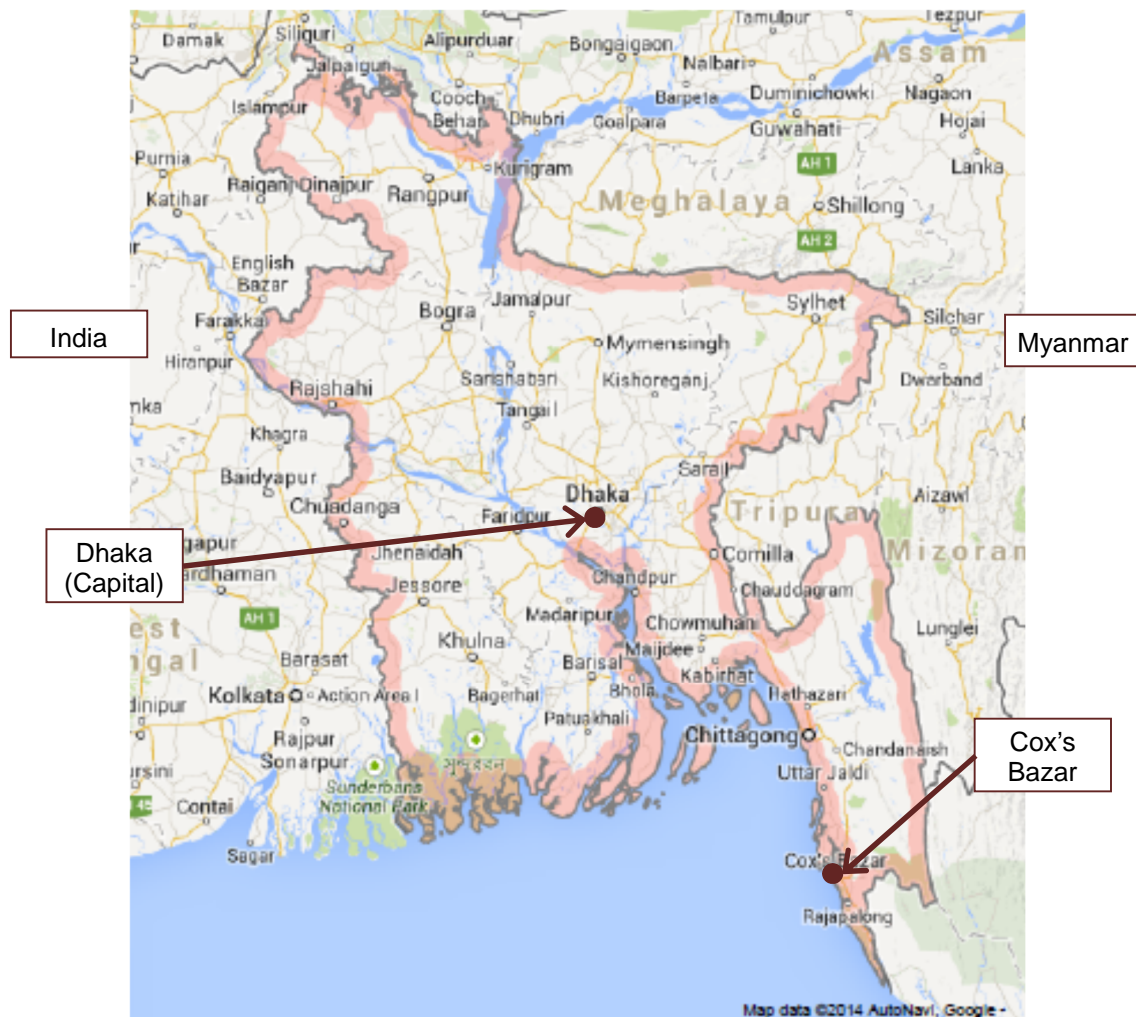
4-4. Partnerships with Diverse Actors

In the field of DRR, it is important, even more than other sectors, to form partnerships with local governments, NGOs, international organizations, private companies, universities, and research institutions. It will be national and local

governments that give direction for rescue, restoration, and reconstruction efforts after a disaster strikes, and private companies will also play a large role. The role of NGOs who can provide a finely-tuned response in accordance with the conditions of victims at the site of the disaster is also important. Universities and research institutions are continually conducting surveys and research for disaster prevention and risk reduction and providing the newest findings both domestically and internationally.

The aforementioned actors engage in individual activities as a part of various schemes. However, to promote more dynamic collaboration, it is necessary to work closely with these actors to exchange information, and opportunities to develop projects must be increased. The Ministry of Land, Infrastructure, Transport and Tourism is currently preparing a new organizational structure comprising industry, government, and academia in order to deploy DRR technology overseas. It is hoped that partnerships between private companies and government ministries and agencies will also be expanded. As the third WCDDR in 2015 approaches, opportunities for discussions among MOFA, JICA, the Cabinet Office, DRR-related organizations, NGOs, private companies, local governments, and other actors will be increased. However, they should not be treated as transient opportunities used only for conference preparation. For example, one idea is to keep them as permanent and regular meetings in the form of a national council on DRR cooperation. This could be developed into a place for holding discussions and exchanging information on international cooperation in DRR. In order to create such forum, it is important to actively approach these DRR-related organizations.

Map of Bangladesh (Case Study Country)



(Source) Downloaded from Google Maps.