

Third Party Evaluation Report 2014
Ministry of Foreign Affairs of Japan

Evaluation of the JICA Partnership Program

February 2015

INGÉROSEC Corporation

Preface

This report under the title of Evaluation of the Japan International Cooperation Agency (JICA) Partnership Program was undertaken by INGÉROSEC Corporation, entrusted by the Ministry of Foreign Affairs of Japan (MOFA) in fiscal 2014.

Since its commencement in 1954, Japan's Official Development Assistance (ODA) has contributed to the development of partner countries and to find 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 took into consideration the comments stated in the fiscal 2014 review of administrative programs and was conducted with the objectives of reviewing overall policies on the JICA Partnership Program, drawing on lessons from this review to make recommendations for reference in policy planning on this program in the future and its effective and efficient implementation, and ensuring accountability by making the evaluation results widely available to the general public.

Yuriko Minamoto, Professor, Graduate School of Governance Studies, Meiji University, served as a chief evaluator to supervise the entire evaluation process, and Tatsuya Watanabe, Professor, Faculty of Contemporary Law, Tokyo Keizai University, served as an advisor to share his expertise on International Cooperation by NGOs. They have made enormous contributions from the beginning 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, JICA, participants of each projects, 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 2015

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Note: This English version of the Evaluation Report is a summary of the Japanese Evaluation Report of the JICA Partnership Program.

Evaluation of the JICA Partnership Program (Brief Summary)

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Period of the Evaluation Study

September 2014 – February 2015



Interview with Japanese NGO
'Hearts of Gold'

Background, Objectives and Scope of the Evaluation

The target of this evaluation is the "JICA Partnership Program (JPP)" which is one form of operation fund projects implemented by the Japan International Cooperation Agency (JICA). The objective of JPP is to promote participation by citizens in international cooperation through the provision of assistance by JICA as an integral part of the Japan's Official Development Assistance (ODA) projects for activities related to development cooperation targeted for local residents in developing countries which are implemented by Japanese development partners mainly NGOs, universities, local governments, and public interest corporations. There are two project objectives: (1) "Expand quality and quantity of contributions to development by the citizen power" and (2) "Promote understanding and participation in development cooperation in Japan".

The goal of this evaluation is to evaluate JPP in an objective and comprehensive manner while taking into consideration the comments stated in the Japanese fiscal year (JFY) 2014 review of administrative programs, and obtain scheme improvements as well as recommendations and lessons learned concerning the direction which should be the focus in the future. In addition, the evaluation results will be published and accountability will be fulfilled to the citizens of Japan.

Brief Summary of the Evaluation Results

From the development viewpoints, the Evaluation Team has evaluated that the Relevance of Policies is high, and that the Effectiveness of Results are "high to some extent". The Appropriateness of Processes was "appropriate to some extent". In addition, from the diplomatic viewpoints, although the impact on a diplomatic level could not be verified in a concrete manner, since the work promoted interaction on the level of citizens involved in grassroots development issues, it complemented Japan's diplomacy, and was considered that it contributed to heightening the effectiveness of diplomacy.

• **Development Viewpoints**

(1) Relevance of Policies

JPP is relevant to Japan's ODA high-level policies, as well as to JICA's assistance policy and international trends and issues, and has a comparative advantage with respect to other donors. Assistance programs for NGOs implemented by the Ministry of Foreign Affairs of Japan (MOFA) and JICA can be divided into two types of objectives: "funding assistance" and "creation of an enabling environment for NGOs". There is no clear overlap between JPP and other assistance programs, and similar policies being implemented by other Japanese ministries and agencies could not be found. However, "NGO Project Subsidy", which is an assistance program, implemented by MOFA, straddles both of these program types and appears similar to "creation of an enabling environment for NGOs" at a glance. Accordingly, the time has come to make a decision concerning the appropriateness of maintaining this Subsidy as one independent scheme.

(2) Effectiveness of Results

Regarding the project objective (1) "Expand quality and quantity of contributions to

development by the citizen power”, the Evaluation Team judged that the level of achievement was high. Regarding objective (2) “Promote understanding and participation in development cooperation in Japan”, the level of achievement may not be that high. The reason for this is that sub-objectives such as the capacity development of persons involved in international cooperation activities which are required for achievement of project objective (2) are not clearly positioned as a sub-objective group, and as a result, activities for this purpose were inadequate.

(3) Appropriateness of Processes

Regarding the appropriateness of the implementation processes for this Scheme, the processes concerning planning, implementation supervision and evaluation in accordance with the PDCA cycle of individual projects by implementation organizations and JICA were appropriate to a certain extent. However, there is room for improvements in some areas in some areas to facilitate better operation of the scheme due to the facts that there was a variation in the quality of consultation to strengthen the respective administrative management capabilities of organizations by JICA, and it was confirmed that local public relations activities were not adequately performed since the project was implemented in limited manpower.

The Evaluation Team considered that the processes of JPP improvements and operation were appropriate since an adequate environment for discussion of issues and information sharing between NGOs and JICA, and between JICA and local governments has been developed.

● Diplomatic Viewpoints

The diverse needs of developing countries can be responded in detailed manner by Japanese development partners mainly NGOs, NPOs, universities, and local governments conducting development cooperation, closely rooted to the community, in fields and with methods in which they have unique respective capabilities. Therefore PDD serves an important role of completing mainstream ODA activities. In addition, by having implementing organizations and JICA jointly implement projects, it contributes to promotion of public-private partnerships (PPP), helping to enhance and strengthen ODA activities. Furthermore, since JPP promotes interaction on the level of citizens involved with grassroots development issues, or “public diplomacy”, it complements Japanese diplomacy, and contributes to raising its effectiveness.

Recommendations

(1) Clarify Project Policy Intentions

Sub-objectives group such as the capacity development of persons involved in international cooperation activities which are required for achievement of project objective (2) “Promoting the understanding of and participation in development cooperation in Japan” need to be clearly positioned, and specific activities required for achievement of sub-objectives need to be added as targets of assistance under JPP.

(2) Organize Relationship with Other International Cooperation Assistance Programs

“Funding assistance” and “creation of an enabling environment for NGOs” which have a mutually complementary relationship should be operated in a more strategic manner in order to heighten the synergistic effects of the two types of programs. It is proposed that “NGO Project Subsidy” which has characteristics of both types be thoroughly reviewed to determine how projects in fields with a high level of need from NGOs which are not targeted in other projects can be secured. After then “NGO Project Subsidy” can be allocated to either one of the two types of program objectives so it can be maintained.

(3) Review “Support Type” in Order to Further Expand the Wide Scope of Capabilities of Citizens

The Evaluation Team considers that the participation of small to medium scale Japanese organizations should be promoted, and JPP “Support Type” should be reviewed in order to secure the participation of a diverse scope of citizens in international cooperation, and that

a new framework tailored to the needs and issues confronted by small to medium scale organizations should be established. At this time, in addition to the consultation implemented in advance concerning project formulation, activities to strengthen the capabilities of small to medium scale organizations also need to be incorporated into assistance targets.

(4) Upgrade Sustainability of NGOs

NGOs need to take sustainability into consideration so that they do not become dependent on external funds. Specifically, it is recommended that improvements be made to the scheme while having discussions with NGOs such as changing an upper limit amount for project expenses to match the activity performed up until the current time by NGOs.

(5) Upgrade Quality of Evaluation

In order to upgrade the capability of self-evaluation by implementing organizations and capability of terminal evaluation by JICA, training on how to conduct evaluation needs to be performed for both parties. In addition, it is proposed that participation of local counterparts and beneficiaries be incorporated in evaluation in order to heighten the objectivity and effectiveness of evaluation. Furthermore, the Evaluation Team proposes that evaluation by third parties be conducted periodically in order to evaluate improvements to JPP, and that all terminal evaluation results be released for JPP “Partner Type” projects in order to enhance interest of citizens in development issues, promote understanding and participation by citizens in development cooperation, and to utilize issues for the said project as lessons learned for other projects.

(6) Necessity of Policies to Utilize Both Domestic and Overseas Experience and Lessons Learned

Due to the fact that similar policies being implemented by other Japanese ministries and agencies cannot be found, and taking into consideration the fact that there are examples of projects of JPP until now that have contributed to local revitalization, a mechanism that can allocate a portion of the funds provided by JICA to activities which contribute to local revitalization needs be established in order to give back the experience and knowledge gained through international cooperation, when proposed by implementing organizations.

(7) Promote Active Cooperation between Intermediate Assistance Organizations and Local Network Type NGOs

Local network types NGOs and intermediate assistance organizations serve an important role as they provide a place to learn how to strengthen the project implementation capabilities of implementation organizations and as an advisor to consult for small to medium scale NGOs. These organizations are expected to function as a “hub” between NGOs in local society, and the Evaluation Team would like to propose that efforts to strengthen the capabilities of local network type NGOs and intermediate assistance organizations be actively assisted.

(8) Strengthen Ownership in Developing Countries

In order to solve problems more effectively and strengthen local civic society, active participation by local NGOs during project implementation and evaluation under JPP should be promoted, and ownership in developing countries should be strengthened.

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Chapter 1 Evaluation Policy

1-1 Background and Objectives of Evaluation

Evaluation of Japan's Official Development Assistance (ODA) by the Ministry of Foreign Affairs of Japan (MOFA) is an evaluation of the policy-level and program-level of Japan's ODA, with the objective of improving ODA management conducted by the Government of Japan and fulfilling accountability to the Japanese citizens. The JICA Partnership Program (hereinafter called "JPP") which is the subject of this evaluation study is one form of operational grants by the Japan International Cooperation Agency (JICA), and this evaluation study consists of "aid modality evaluation" which targets specific assistance schemes.

This evaluation was implemented with the following objectives, taking into consideration of Japan's ODA Charter, related policies of Japan and positioning of the JICA Partnership Program in the Act on the Incorporated Administration Agency - Japan International Cooperation Agency.

- (1) Taking into consideration the comments made in the Japanese fiscal year (JFY) 2014 review of administrative programs (Refer to Box 1), verify whether or not the scheme design is appropriate for the project objectives of JPP, and whether or not the implementation strategy for JPP is appropriate for achieving the objectives in order to conduct an objective and comprehensive evaluation of JPP.
- (2) Based on the results in (1) above, conduct evaluation from an objective third-party viewpoint concerning the improvement points for JPP and direction to strive for in the future, and obtain recommendations and lessons learned.
- (3) From the viewpoint of the visualization of ODA, publish the evaluation results and fulfill accountability to the citizens of Japan with a view to promoting public relations for ODA, feedback the evaluation results to countries involved in assistance, promote understanding of the position of Japan, and strive to contribute to the strengthening of bilateral and multilateral cooperation.

Box 1 Summary of Comments in JFY 2014 Review of Administrative Programs

- Should implement third-party evaluation of JPP in order to strengthen capacity development of NGOs, verify the results, and strive to make systematic improvements so that as many NGOs as possible can participate while taking into consideration for the sustainability of NGOs and the overlap with other schemes.
- Regarding assistance for domestic project implementation by NGOs, the idea of NGO assistance needs to be reconsidered after adequate verification of other domestic policies and the effects of programs implemented to date.

1-2 Evaluation Targets

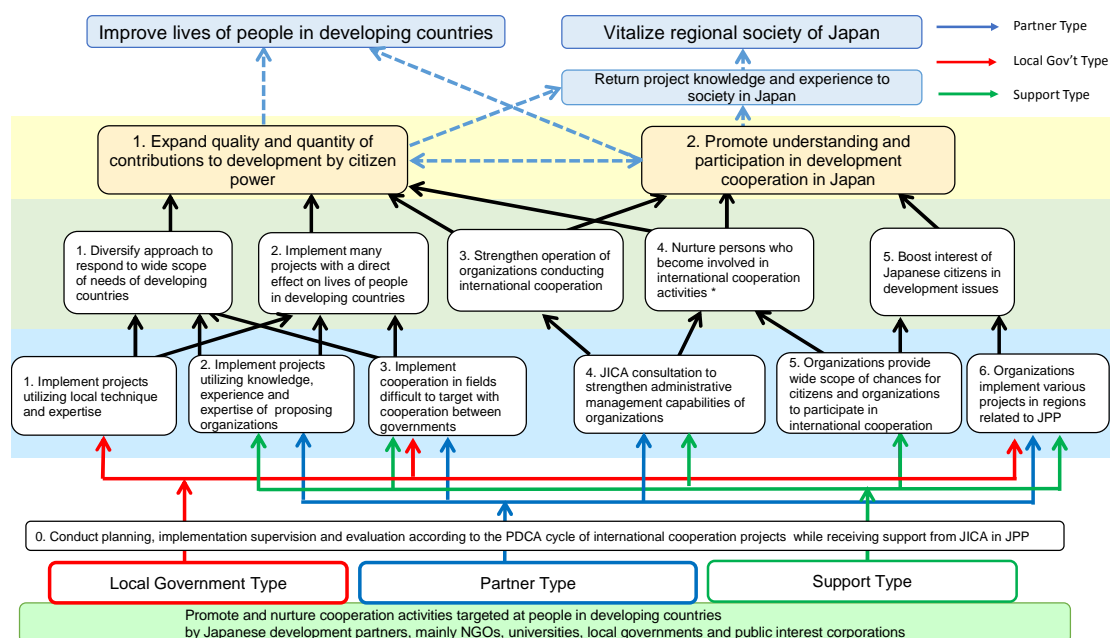
The target of this evaluation is the JICA Partnership Program (JPP). JPP was created to facilitate promotion of participation by Japanese citizens in international development cooperation activities implemented for local residents in developing countries that are conducted by Japanese development partners mainly NGOs, universities, local governments, and public interest corporations through the provision of assistance by JICA as an integral part of the ODA projects of Japan.

JPP is divided into three types of projects according to the category and experience of the implementing organization: "Partner Type", "Support Type" and "Local Government

Type”¹. The targets out of the three project types of this evaluation study mainly consisted of “Partner Type” and “Support Type” which conducted by Japanese development partners mainly NGOs, universities, and public interest corporations, but evaluation was also conducted to the extent possible for “Local Government Type” which are conducted by Japanese local governments.

When starting evaluation work, an objective framework for JPP was first prepared (Refer to Fig. 1) in order to determine the scope of evaluation targets. To complete the framework, discussions were held with related organizations in operations for JPP including MOFA and JICA while referring to thematic guidelines for “citizen participation” since JPP is positioned as one type of “JICA Citizen’s Participatory Cooperation”.

The objective framework clarifies the logical structure for policies, and provides a conceptual explanation. This conceptual diagram was used during this study to verify how the objectives for JPP were achieved. At the same time, the Evaluation Team has made recommendations in order to improve policies by extracting structural inadequacies for JPP and issues if there were any.



* Sub-objective 4 “Nurturing of persons involved in international cooperation” means an increase in the number of persons newly participating in international cooperation activities.

Fig. 1 Objective Framework of JICA Partnership Program (JPP)

¹ Refer to Table 2 for an overview of the three types.

1-3 Evaluation Framework

In accordance with the “ODA Evaluation Guidelines (8th Edition)” of MOFA, this evaluation was conducted from the main viewpoints of (1) Relevance of Policies, (2) Effectiveness of Results and (3) Appropriateness of Processes. In addition, from the standpoint of maintaining friendly diplomatic relations between Japan and developing countries, (4) Evaluation from Diplomatic Viewpoints was also attempted.

The main points that were verified for each evaluation item are described below.

(1) Evaluation from Development Viewpoints

(a) Relevance of Policies

Relevance of Policies was evaluated by verifying whether or not the direction that is being strived for in JPP is relevant from a policy standpoint.

Specifically, this consisted of analyzing and verifying (1) Consistency with Japan’s high-level ODA policies and with JICA’s assistance policy, (2) Consistency with international trends and international issues, (3) Relationship to other international cooperation assistance programs and (4) Comparative advantage of the scheme.

(b) Effectiveness of Results

The Effectiveness of Results was verified in accordance with the objective framework (Fig. 1) in order to determine the achievement status of the two project objectives for JPP which consist of: (1) “Expanding quality and quantity of contributions to development by the power of citizens” and (2) “Promoting understanding and participation in development cooperation in Japan” while referring to the achievement status of sub-objectives 1 – 5 shown on the objective framework.

(c) Appropriateness of Processes

The Appropriateness of Processes was evaluated by verifying work conducted from two viewpoints for JPP: “(1) Appropriateness of the implementation processes” and “(2) Appropriateness of scheme improvements and operation processes”.

Specifically, this consisted of organizing the facts related to what type of processes are being conducted in the implementation structure for JPP and how improvements have been made to the scheme up until now, while referring to outputs 0 – 6 in the objective framework (Fig. 1), verifying whether or not the policies and processes are appropriate in order to guarantee the effectiveness of results.

(2) Evaluation from Diplomatic Viewpoints

(a) Diplomatic Importance and Impact

Analysis of “(1) Diplomatic importance” and “(2) Diplomatic impact” was conducted from the viewpoint of maintaining friendly diplomatic relations between Japan and developing countries.

In addition, regarding 3 criteria of evaluation from development viewpoints: [(1) Relevance of Policies, (2) Effectiveness of Results and (3) Appropriateness of Processes] in the “ODA Evaluation Guidelines (8th Edition)” of MOFA, rating of the evaluation results was also conducted.

1-4 Evaluation Flow and Methods

The evaluation period has been from September 2014 to February 2015. An implementation plan for evaluation was first formulated, including evaluation objectives, targets, evaluation methods, work schedule and evaluation framework, and finalized by taking into consideration discussions with related sections of both MOFA and JICA.

After this, existing documents and materials as well as information that can be obtained on the internet related to Assistance programs for NGOs conducted by MOFA and JICA including JPP were reviewed and analyzed. Furthermore, a total of 29 concerned organizations such as the Non-Governmental Organizations Cooperation Division in the International Cooperation Bureau at MOFA, the JICA Domestic Project Division and domestic agencies, Japan NGO Center for International Cooperation (JANIC), Japan Platform (JPF), Council of Local Authorities for International Relations (CLAIR), the Japan NPO Center, network type NGOs, organizations that have implemented projects under JPP such as NGOs, universities and local governments and other organizations were interviewed.

In addition, although this evaluation did not include field survey for target countries for JPP, a questionnaire survey was conducted through the implementing organizations in Japan for local implementation cooperation organizations and related agencies to verify the effect of development by JPP from the target country's point of view. Responses to the questionnaires were received from a total of 29 local organizations and agencies with the cooperation of 17 implementing organizations in Japan.

Furthermore, due to the fact that a questionnaire survey and interview study entitled "Review at the 10th Anniversary of JPP" were conducted in the JFY 2013 by JICA Training Affairs and Citizen Participation Department for NGOs that have implemented projects under JPP, the results of these studies were referred in this evaluation study.

In the report, the Evaluation Team organized and analyzed the collected data and information, verified the evaluation items indicated in the objective framework, and made recommendations for future implementation of JPP and scheme improvements.

Chapter 2 Overview of JICA Partnership Program (JPP)

2-1 Cooperation Between the Ministry of Foreign Affairs of Japan, JICA and NGOs in Japan

There are three types of cooperation between MOFA and NGOs in Japan: “funding assistance”, “creation of an enabling environment for NGOs” and “dialogue” (refer to Table 1 for details). JPP which is the target of this evaluation is one type of “funding assistance” scheme.

Table 1 Description of Partnership Between MOFA, JICA and NGOs in Japan

Type	Cooperation Areas	Specific Approach
Funding Assistance	Provision of funds which are necessary for the activities of Japanese NGOs' overseas projects	1. Grant Assistance for Japanese NGO Projects (Including emergency humanitarian aid projects through Japan Platform) 2. NGO Project Subsidies 3. JICA Partnership Program (JPP)*
Creation of an Enabling Environment for NGOs	Cooperation for building the capacities of NGOs	1. NGO Consultant Scheme 2. NGO Intern Program 3. NGO Overseas Study Program 4. NGO Study Group 5. JICA's Support Projects *
Dialogue	listening to NGOs' opinions regarding policies on ODA and on Government-NGO partnership and reflecting the opinions into policies	1. NGO-MOFA Regular Consultation Meeting 2. NGO-Embassies ODA Consultation Meeting 3. NGO-JICA Consultation Meeting* 4. Social gatherings between MOFA and NGOs concerning the Global Issues Initiative (GII) on Population and AIDS and Okinawa Infectious Diseases Initiative (IDI), cooperation in the public relations field, participation in ODA evaluation, participation in international conferences, as well as conferences and other events with NGOs and other organizations in the education field

*...JICA approach.

Source: Prepared by the Evaluation Team using “International Cooperation and NGOs Partnership between MOFA of Japan and Japanese NGOs” a pamphlet published by MOFA

2-2 Overall Image of JICA Partnership Program (JPP)

In accordance with Article 3 of the Act on the Incorporated Administration Agency - Japan International Cooperation Agency (Objective of Organization) established “to facilitate the operations required for promotion of cooperation activities by actors such as citizens targeted for the residents of developing countries and regions,” JICA is promoting and assisting development cooperation in which Japanese citizens can participate. The JICA thematic guidelines entitled “citizen participation” concerning participation by citizens in international cooperation raises “Making international cooperation an integral part of culture in Japan” as a philosophy for Citizen Participatory Cooperation Activities and has two objectives: “Contribute to development” and “Increase assistance for international cooperation”. In addition, the following features of Citizen Participatory Cooperation Activities have been stipulated: (1) Project initiative, (2) Bidirectional impact (projects with impacts on both developing countries and Japan), (3) Wide scope of targets and (4) High level of attention.

The main cooperation programs consist of development education assistance projects, assistance projects for NGOs and other organizations, volunteer projects, other projects (public relations, and training projects etc.) as well as JPP.

As shown in Fig. 1, the main objectives of JPP consist of: (1) “Expanding the quality and quantity of contributions to development by the power of citizens” and (2) “Promoting understanding and participation in development cooperation in Japan”. In order to achieve these objectives, JPP entrusts cooperation activities which are an integral part of Japan’s ODA targeted for developing countries to Japanese development partners, mainly NGOs, universities, local governments, and public interest corporations that are willing to participate in international cooperation. Specifically, JICA reviews projects proposed by Japanese NGOs and other organizations in Japan, provides assistance for projects which it deems implementation with ODA funds as relevant, and jointly implements those projects in accordance with the activity plans of the Japanese NGOs and other organizations.

Although JPP legally consists of JICA outsourced projects, there is the characteristic in the thematic guidelines for “citizen participation” that the focus of the project is “citizens”, and JICA is in the position of assisting and jointly implementing the projects. Therefore, the ideas of NGOs and other organizations will be respected, and implementation will be done jointly by the proposing organizations and JICA.

JPP is based on the “Community Empowerment Program (CEP)”, “development partner project” and “small-scale development partner project” which was started in 1997 and 1999 and were reorganized and integrated in 2002. Currently, there are three project types according to the characteristics of the Japanese organization proposing the project: “Partner Type”, “Support Type” and “Local Government Type”. The details are described below.

Table 2 Overview of Each Type of JPP

Target Project	Partner Type (Upper Limit: 100 mil. Yen)	Support Type (Upper Limit: 25 mil. Yen)	Local Government Type (Upper Limit: 30 mil. Yen)
Target Period	Within 5 years	Within 3 years	Within 3 years
Overall Objective	Promote and nurture cooperation activities targeted at local residents in developing countries by Japanese development partners, mainly NGOs, universities, local governments, and public interest corporations that are willing to participate in international cooperation as an integral part of the ODA projects of JICA.		
Objective for Each Type	Regarding assistance for developing countries, JICA jointly implements projects with Japanese NGOs and other organizations with a certain level of international cooperation activities based on the experience and expertise of the organization	For Japanese NGOs and other organization that have a domestic record of activities but a limited list of activities in developing countries, projects are jointly implemented with JICA for international cooperation activities that are proposed based on the experience and expertise of the organization	Projects, that are proposed by Japanese local governments, are jointly implemented by JICA which consist of cooperation activities that assist in the development of people and regions in developing countries by providing technical guidance in the field and accepting personnel from developing countries
Target Organization	NGOs and other non-profit organizations, universities, public interest corporations and private sector companies (limited to non-profit businesses) with activities in developing countries of two years or more	NGOs and other non-profit organizations, universities and public interest corporations with a domestic and overseas activities of two years or more	Japanese local government or organizations specified by the local government
Target Country	83 countries around the world where JICA has Overseas Offices and branches		
Important Viewpoints	<ul style="list-style-type: none"> • “Technical cooperation” through people • Content that directly helps improve the lives and upgrade livelihood of people in developing countries • Organizations in Japan that provide the opportunity to facilitate understanding and participation by the citizens of Japan in international cooperation 		

2-3 Track Record and Trends

The number of projects that have been implemented for each of the three project types with JPP are shown in Fig. 2. The total expenditures for JPP of 822 million yen in JFY 2003 increased every year, and amounted to 2.135 billion yen in JFY 2012.

When the respective types are examined when the scheme was first established, it can be seen that the “Local Government Type” which is the type targeted at local governments in Japan was most frequently implemented, amounting to over four times the number of project for the other types. After this, the number of “Partner Type” projects implemented by NGOs and other organizations with activities in international cooperation increased, and more projects of this type have been implemented than any other type since 2009.

On the other hand, the number of “Support Type” projects implemented has not seen a large increase, with the number of projects of this type remaining around 30. One reason for this is that “Support Type” projects are intended as the first step for comparatively small-scale organizations of becoming involved in international cooperation activities in earnest and the number of project that one organization can implement with this type is limited to one. In addition, small-scale NGOs have limited manpower for complicated procedures and the preparation of reports. This results in a reluctance to make an application for small-scale projects which are far below the assistance upper limit (25 million yen), which is another reason that the number of projects has not increased very much.

Furthermore, the upper limit of assistance amount for JPP was increased when scheme improvements were made in JFY 2010, and with the increase in the length of project periods, there are disbursements for subsequent fiscal years². Combined with a reduction in the budget for JPP, the number of “Partner Type” projects has been in a declining trends since JFY 2012.

The number of projects implemented since JPP was started amounts to 930 which were implemented by 577 organizations (As of October 2014, including projects for which a contract has been concluded through a process consisting of discussions on implementation plans and contract negotiations after the informal adoption).



Fig. 2 Track Record of JPP (Fiscal 2003-2013)

Source: Prepared by the Evaluation Team using explanatory materials on the fiscal 2014 review of administrative programs (fixed implementation base for the scheme for each fiscal year based on amount of expenditures by JICA)

² When the Japanese government has disbursements of multiple years for the procurement of goods or other items, the amount that must be included in the budget for subsequent years.

Chapter 3 Evaluation Results

3-1 Relevance of Policies

The main evaluation results for the respective evaluation items concerning the “Relevance of Policies” are shown in Table 3 below. JPP is consistent with Japan’s high-level ODA policies, assistance policies of JICA and international trends and issues, and it was confirmed that it has a comparative advantage with respect to other donors. In addition, regarding the issue of “Take into consideration any overlapping with other scheme” which was pointed out in the JFY 2014 review of administrative programs, it is clear that there is no overlap with other Assistance programs being implemented by MOFA and JICA for NGOs and other organizations, and similar policies at other Japanese ministries and agencies could not be found. Therefore, the Evaluation Team decides that JPP has high Relevance of Policies.

Through this evaluation, it became clear that the “NGO Project Subsidy” which is an NGO Assistance program of MOFA needs to be reviewed. Although the NGO Project Subsidy has the oldest history among the assistance scheme for NGOs, and it used to be the largest NGO assistance scheme regarding aid amounts, the project scale only amounts to approximately 20 million yen now. Furthermore, its covered projects seem to overlap partly with both “funding assistance” and “creation of an enabling environment for NGOs”, and the latter type of target projects appear similar at a glance. Accordingly, it can be said that the time has come to make a decision concerning the appropriateness of maintaining this Subsidy as an independent scheme.

Table 3 Relevance of Policies Evaluation Results

Evaluation Viewpoint	Evaluation Item	Evaluation Results
Relevance of Policies	1 Consistency with Japan’s high-level ODA policies and JICA assistance policies	Japan’s ODA Charter and Medium-Term Policy on ODA which is Japan’s high-level ODA policies call for cooperation with NGOs and other such organizations, and the promotion of citizen participation. Cooperation with NGOs and other such organizations, and the promotion of citizen participation are also specified in the positioning of JPP described in the Act on the Incorporated Administration Agency - Japan International Cooperation Agency and thematic guidelines. Therefore, it has been considered that JPP has a high level of consistency with Japan’s high-level ODA policies and JICA assistance policies.
	2 Consistency with international trends and international issues	International trends represented by Millennium Development Goals (MDGs) which specify international development issues, the Declaration of Paris, Accra Agenda for Action and Busan Outcome Document call for the formation of partnerships between government and civil society and becoming mutually complementary. Under JPP, JICA jointly implements projects in cooperation with NGOs and other organizations, and strives to form partnerships with Japanese development partners, mainly NGOs, universities, and local governments. Therefore, it has been considered that JPP has a high level of consistency with international issues and trends.
	3 Relationship with other international Assistance programs	Each Assistance program has its own respective characteristics, and there was no clear overlapping between schemes. However, while the NGO Project Subsidy is classified as “funding assistance”, it is a program that actually lies between “funding assistance” and “creation of an enabling environment for NGOs”, and there were some projects in the “creation of an enabling environment for NGOs” that appeared similar at a glance. In addition, policy documents concerning the mutually complementary nature between projects and synergy effects could not be confirmed in this study. Regarding similar policies of other Japanese ministries and agencies, to the extent that could be confirmed in this study, “bidirectional tools that contribute to both the development of developing countries and contribute to solve issues confronted by domestic regions” could not be found.
	4 Comparative advantage of the scheme	A comparison was made with the programs of other donors, and it was considered that JPP has a comparative advantage with the development of human resources and participation of the local concerned parties considering the participation and, formation of cooperative relations, as well as the securement of the flexibility of this scheme.

3-2 Effectiveness of Results

In accordance with the objective framework (Fig. 1), the Effectiveness of Results from the two project objectives of JPP were analyzed and evaluated in this section: (1) “Expand quality and quantity of contributions to development by citizen power” and (2) “Promote understanding and participation in development cooperation in Japan”. Furthermore, considerations were given concerning the level of achievement for each project objective from the achievement level of each related sub-objective.

The main evaluation results for the “Effectiveness of Results” for each evaluation item are shown in Table 4.

Regarding (1) “Expand quality and quantity of contributions to development by citizen power” which is one of the two project objectives, it has been decided that the level of achievement was high. On the other hand, the level of achievement of the other objective (2) “Promote understanding and participation in development cooperation in Japan” was not necessarily high. This is partly because sub-objectives such as “nurturing of persons involved in international cooperation activities” which are required to achieve the project objective (2) that is not clearly positioned as a sub-objective group, and as a result, a level of activities for this purpose were inadequate.

A comprehensive consideration was made on the level of achievement of the two project objectives, and the Effectiveness of Results of JPP was evaluated as “high to a certain extent”.

Table 4 Evaluation Results of Effectiveness of Results

Evaluation Viewpoint	Evaluation Item	Evaluation Results
Effectiveness of Results	1 Achievement of “Contribution to development”	<p>The level of contribution by sub-objective (1) “Diversify approach to respond to wide scope of needs of developing countries” and (2) “Implement many projects which have a direct effect on the lives of people in developing countries” is extremely high. In addition, since sub-objective (3) “Strengthen operation of organizations conducting international cooperation” was achieved to a certain extent, the level of achievement of project objectives was “high” from a comprehensive perspective.</p> <p>Regarding sub-objective (1) and sub-objective (2), the level of achievement with respect to project objectives was “high”.</p> <p>Regarding sub-objective (3), the level of achievement of JICA assistance and results obtained through implementation of operations was “high to a certain extent”.</p> <p>However, regarding sub-objective (4) “Nurturing persons who become involved in international cooperation activities”, the level of achievement was limited since the output was insufficient.</p>
	2 Achievement of “Promoting understanding of and participation in development cooperation”	<p>The level of contribution to project objectives by sub-objective (3) “Strengthen operation of organizations conducting international cooperation” and sub-objective (5) “Boost interest of Japanese citizens in development issues” was a certain level. Regarding sub-objective (4) “Nurture persons who become involved in international cooperation activities”, since the level of contribution was limited, the level of achievement of project objectives was “achieved to a certain extent” from a comprehensive perspective.</p> <p>Regarding sub-objective (3), as for project objective (1) above, the level of achievement of JICA assistance and results obtained through implementation of operations was “high to a certain extent”.</p> <p>In addition, regarding sub-objective (5), the level of activities cannot be called adequate, but the results were “high to a certain extent”.</p> <p>However, regarding sub-objective (4), the level of achievement was limited since the output was insufficient.</p>

3-3 Appropriateness of Processes

The main evaluation results for the “Appropriateness of Processes” for each evaluation item are shown in Table 5.

The processes of implementing planning, supervision and evaluation by the implementing organizations and JICA in accordance with the implementation cycle for individual projects (PDCA: Plan, Do, Check and Action cycle) were appropriate to a certain extent. However, the Evaluation Team identified that there was a variation in the quality of consultation to strengthen the respective administrative management capabilities of Japanese organizations by JICA, and it was verified that public relations activities in regions were not adequately implemented. The Evaluation Team also found that there is room for improvements in some areas in order to facilitate better operation of the scheme. Therefore, the Evaluation Team has judged the appropriateness of implementation processes for JPP was appropriate to a certain extent.

In addition, the Evaluation Team has judged the appropriateness of project mechanism improvements and operation processes were appropriate to a certain extent since a favorable environment has been created for discussion of issues and sharing of information between Japanese NGOs and JICA, and between JICA and Japanese local governments.

Table 5 Evaluation Results of Appropriateness of Processes

Evaluation Viewpoint	Evaluation Item	Evaluation Results	
Appropriateness of Processes	Appropriateness of the implementation processes	Output 0. Appropriateness of Processes to facilitate “implementation of planning, implementation supervision and evaluation in accordance with PDCA cycle for individual projects by implementing organization and JICA”	<p>The following comprehensive evaluation was conducted, and it was considered that “processes were appropriate to a certain extent”.</p> <ul style="list-style-type: none"> · Plan Stage: JICA confirms the vision and mission of the Japanese organization, organization structure and project scale, then the Japanese organization obtains a grasp of the needs on the target country side and reflects them, and the Japanese organization and MOFA and JICA work together to confirm whether or not JPP overlaps with the project content of other schemes. There were almost no examples of the Japanese organization’s structure weakened by using JPP. · Do Stage: It has been confirmed that during the project implementation stage, the Japanese organizations and JICA are cooperating, and that there are synergy effects of JPP and other schemes implemented by MOFA and JICA. On the other hand, interviews of the Japanese organizations indicated that there was a variation in the handling of affairs by JICA. · Check and Act Stage: Although monitoring and evaluation are being conducted in accordance with the guidelines, there is room for improvement such as introduction of evaluation by third parties and upgrading of the evaluation capacities of the JICA staff.
		Output 1. Appropriateness of Processes to facilitate “Project implementation utilizing local knowledge and experience and expertise (Local Government Type)”	JICA checks whether or not the content of proposed projects utilizes local characteristics, etc., and since the projects actually implemented utilized local knowledge and experience and expertise, the output can be confirmed appropriate.

	Output 2. Appropriateness of Processes to facilitate “Project implementation utilizing organization’s knowledge and experience and expertise (Partner Type, Support Type)”	JICA checks whether or not the content of proposed projects utilizes the characteristics of the development partners, etc., and since the projects actually implemented utilized organization’s knowledge, experience and expertise, the output can be confirmed appropriate.
	Output 3. Appropriateness of Processes to facilitate “Implementation of cooperation in fields difficult to target with cooperation between governments”	JICA reviews whether or not the proposed project is in a field that directly assists efforts to upgrade the quality of life and improve the livelihood of people in developing countries, and whether it consists of detailed activities at the grassroots level. Since cooperation is being provided in fields for which it is difficult to actually target with cooperation between governments, the output can be confirmed to be appropriate.
	Output 4. Appropriateness of Processes to facilitate “Implementation of consultation to strengthen respective administration and management capabilities of organizations by JICA”	JICA is providing consultation services to strengthen the respective administrative management capabilities of organizations, but there are differences in the handling of issues depending upon the JICA staff. Therefore, the Evaluation Team evaluated that the output is appropriate to a certain extent.
	Output 5. Appropriateness of Processes to facilitate “Organizations that provide a wide scope of opportunities for citizens and organizations to participate in international cooperation”	Organizations are providing a wide scope of opportunities for citizens and organizations to participate in international cooperation. Therefore, the output can be judged to be appropriate.
	Output 6. Appropriateness of Processes to facilitate “Implementation of various activities in regions related to the JICA Partnership Program (JPP) by organizations”	Organizations are conducting public relations activities in regions related to JPP, but many comments have been made by both the implementing Japanese organizations and JICA that there was not enough time to manage these public relations activities. Therefore, the output is evaluated as appropriate to a certain extent.
2	Appropriate-ness of scheme improvements and operation processes	Regarding the environment for the discussion of the objectives and policies and scheme issues for JPP between the Japanese organization side and the JICA side, the “NGO-JICA Dialogue Meeting” has been created to provide opportunities for people at NGOs and JICA to exchange opinions, improve the scheme and for network type NGOs and other such organization to share information on regions. JICA is also discussing issues and sharing information with Japanese universities and Japanese local governments. Therefore, the output is evaluated as appropriate.

3-4 Evaluation from Diplomatic Viewpoints

3-4-1 Diplomatic Importance

JPP is being utilized by Japanese development partners, mainly NGOs, NPOs, universities, and local governments active in international cooperation for development projects in developing countries and regions which are confronted with a variety of

issues, such as poverty, natural disasters and local conflicts. When Japanese organizations conduct development cooperation in fields and with techniques in which they have unique respective capabilities, they can respond to the diverse needs of developing countries.

In addition, when NGOs and other organizations conduct activities in fishing and farming villages and towns on a grassroots level where development cooperation does not usually reach since many large-scale projects based on cooperation between governments tend to be concentrated in cities, it is possible to flexibly respond to the needs of residents in a detailed manner.

From this perspective, JPP serves the important role of complementing mainstream ODA. In addition, under JPP, projects are jointly implemented by JICA and NGOs or other organizations, and it makes a substantial contribution to the furtherance of public-private partnerships, which contributes to the enhancement and strengthening of ODA which is an important diplomatic tool.

3-4-2 Diplomatic Impact

The foremost characteristic of JPP is that organizations in Japan work together with the local people in developing countries on the front lines in an effort to solve grassroots development issues. When the citizens of Japan become involved in international cooperation and have heart-to-heart talks with the local residents while working hand in hand, it is what MOFA calls the “visible aid of Japan.” JPP thus contributes to the creation of positive attitudes of Japan among the residents in the development country and in turn to the diplomacy of Japan.

JPP promotes interaction of a citizen level, something that could be called “citizen diplomacy”. While the international relations are becoming complicated where diplomacy is not only weighed between the governments but also between citizens, the promotion of citizen diplomacy where the emphasis is placed on diplomacy at a people level complements the diplomacy of Japan, and contributes to heightening the effectiveness of diplomacy.

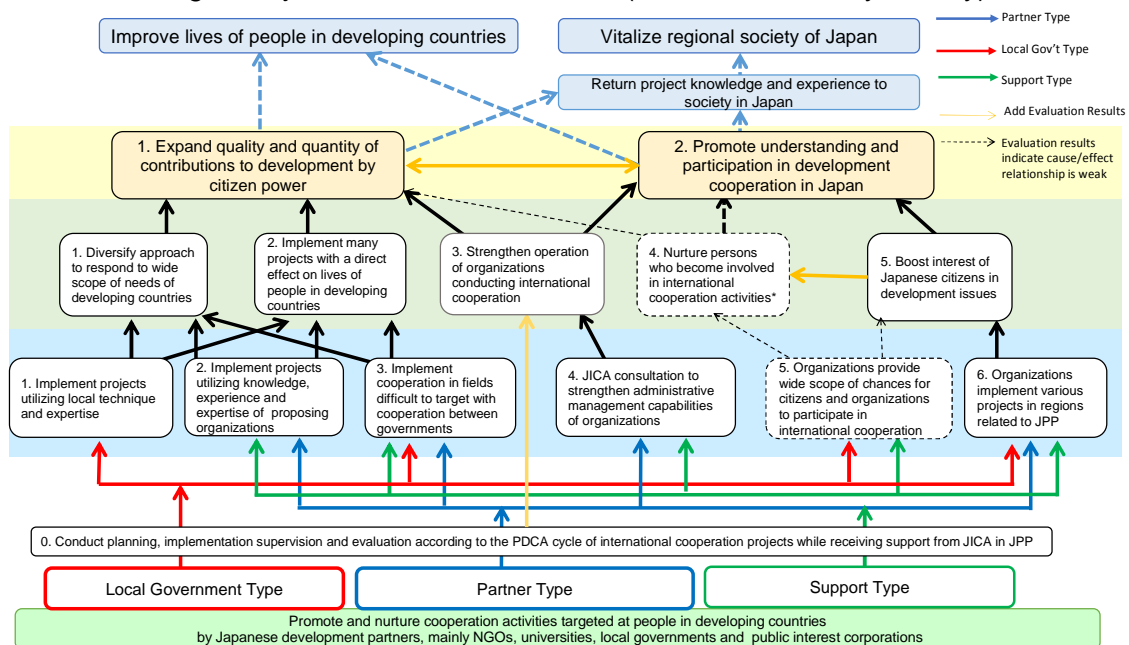
3-5 Current Status of JICA Partnership Program Seen from Objective Framework

Regarding the objective framework, the results of the study indicate that the actual status of JPP is as shown in Fig. 4 on the next page, clarifying that there was some divergence from the diagram initially prepared (Fig. 1). In addition to the evaluation results described in 3-1 to 3-4, the status of projects at this time is explained below.

- Regarding sub-objective (3) “Strengthen operation of organizations conducting international cooperation”, as explained in the Effectiveness of Results, it was found that output 4 “Implementation of consultation to strengthen respective administrative management capabilities of organizations by JICA” contributed to a certain extent as explained in the Effectiveness of Results. Furthermore, responses to questionnaires from NGOs and interviews indicated that many organizations that were entrusted with JPP upgraded their project management as well as other organization operation functions as a result of actually implementing projects under JPP. This indicates that the results of “planning, implementation supervision and evaluation according to the PDCA cycle of international cooperation projects while receiving support from JICA in JPP (output 0)” extended to sub-objective 3 (Refer to 3-2-1 (1) (c)).
- Regarding sub-objective (4) “Nurturing persons who become involved in international cooperation activities”, due to the fact that contributing factors could not be verified for output 4 “Implementation of consultation to strengthen respective administrative management capabilities of organizations by JICA”, the line in fig. 1 connecting these two items was deleted. Regarding the contribution of output 5

“Organizations that provide a wide scope of opportunities for citizens and organizations to participate in international cooperation” to sub-objective (4), although the impact was confirmed as a result of study tours and other such activities being voluntarily conducted by organizations, these operations consist of activities and projects being independently conducted by organizations, and are out of the scope of projects targeted by the JICA Partnership Program (JPP). Therefore, they cannot be treated as results of JPP. Accordingly, the relationship is shown as a dotted line. At the same time, since output 5 is not deemed an official output of JICA operations, it is enclosed in a dotted frame. In addition, it was confirmed that output 6 based on assistance provided by JICA for domestic activity expenses related to JPP results in “Boosting interest of citizens in development issues” and due to the fact that people who participated in grassroots debriefing and other such meetings may possibly build capacity for persons who become involved in international cooperation in the future, a dotted line arrow pointing at sub-objective (4) “Nurturing persons who become involved in international cooperation activities” was added from sub-objective (5).

Fig. 4 Objective Framework of JPP (After Confirmed by Survey)



*It is expected that sub-objective “(4) Nurturing persons who become involved in international cooperation activities” will result in more people newly participating in international cooperation activities.

Chapter 4 Recommendations

4-1 Recommendations for Policy Formulation

(1) Clarify Project Policy Intentions

In order to perform this evaluation, an objective framework (Refer to Fig. 1) was first prepared in accordance with the two project objectives for JPP described in the JICA thematic guidelines for “citizen participation” which consist of a Japan’s high-level policy for JPP: “(1) Contribute to development” and “(2) Expand assistance for international cooperation”. Based on this framework, the following two project objectives were established for JPP: (1) “Expanding quality and quantity of contributions to development by the power of citizens” and (2) “Promoting understanding and participation in development cooperation in Japan”. In addition, following discussions between MOFA and JICA, five sub-objectives were established based on the above two project objectives.

When the level of achievement of objectives was evaluated based on the above framework, it was found that the level of achievement was high for project objective (1) “Expand quality and quantity of contributions to development by citizen power”. On the other hand, the level of achievement of the other objective (2) “Promote understanding and participation in development cooperation in Japan” was not necessarily high, and it became clear that the activities related to the following sub-objectives required to achieve project objective (2) were not sufficient: Sub-objective (3) “Strengthen operation of organizations conducting international cooperation”, Sub-objective (4) “Nurturing persons who become involved in international cooperation activities” and Sub-objective (5) “Boost interest of Japanese citizens in development issues” (Refer to Fig. 4).

This indicates that there is a strong awareness at JICA concerning the achievement of (1) “Expand quality and quantity of contributions to development by citizen power” of the two major project objectives, and that a wide scope of assistance for the activities required to achieve this objective have been provided. On the other hand, while there is a latent awareness of the importance of objective (2) “Promote understanding and participation in development cooperation in Japan”, assistance for activities required to ensure this objective is achieved is inadequate, which shows that currently the priority is placed on achieving objective (1) rather than objective (2).

If promoting “citizen participation” in JPP is positioned as a major tool at MOFA and JICA, an equal amount of attention needs to be paid to project objective (2) in policies, and the sub-objectives required to achieve the project objective (2) need to be clarified. A reconfigured objective framework (refer to attached material) is provided as reference to facilitate clarification of policy intent and sub-objectives at MOFA and JICA in the future.

In addition, even if policy intent and sub-objectives are clarified, the objective cannot be achieved if the activities required for achievement are inadequate. The Evaluation Team would like to recommend that the activities required to achieve the sub-objectives group for project objective (2) be added as assistance programs under JPP.

(2) Organize Relationship with Other International Cooperation Assistance Programs

Assistance programs for NGOs and other organizations implemented by MOFA and JICA can be roughly divided into two types: “funding assistance” which consist of providing funds required for project activities overseas by NGOs and other organizations, and ““creation of an enabling environment for NGOs”” which consist of

cooperating to strengthen the capabilities of NGOs and other organizations (Refer to 2-1 (1) Table 1). These two types of programs have a mutually complementary relationship, and have been operated so that resources are mutually utilized in a positive manner. In the future, in order to promote and strengthen citizen participation in international cooperation projects, these two Assistance programs need to be operated in a more strategic manner, and it is important that the synergy effects of both types of program can be heightened.

In particular, to create a broader base for citizen participation as well as to promote participation in international cooperation by organizations which have little experience and small to medium scale organizations to create a broader base for citizen participation, it is important to create an enabling environment for these organizations and provide assistance to heighten their capabilities.

In the JFY 2014 review of administrative programs conducted last spring, it was pointed out that “Efforts should be made to make improvements to the scheme so that more NGOs can participate, while taking into consideration of any overlapping with other schemes”.

Although the NGO Project Subsidy has the oldest history among the assistance schemes for NGOs and it used to be the largest NGO assistance scheme regarding aid amounts, the project scale only amounts to approximately 20 million yen now. Furthermore, its covered projects seem to overlap partly with both “funding assistance” and “creation of an enabling environment for NGOs”, and the latter type of target project appears similar at a glance.

The NGO Project Subsidy certainly provides original assistance for projects not targeted by other schemes, and Japanese NGOs have evaluated it positively. However, it can be said that the time has come to make a decision concerning the appropriateness of maintaining this Subsidy as an independent scheme because it has been more than a quarter of a century since its formulation.

In this evaluation, the Evaluation Team would like to recommend that the assistance schemes for NGOs and other organizations be clearly divided into two objectives, “funding assistance” and “creation of an enabling environment for NGOs.” The assistance by the NGO Project Subsidy, which has features of both, should be allocated as either of them and be maintained based on the overall review to ensure its unique assistance to be implemented in fields where there is a high level of needs. The Evaluation Team also suggests the establishment of a transition period as well, if necessary. In particular, the review should be carried out on the basis of strengthening the “creation of an enabling environment for NGOs,” taking into consideration it has a strong support from the NGOs, through the NGO-MOFA regular consultation meetings including ODA Policy Council and the Partnership Promotion Committee.

The Evaluation Team suggests a specific transition process as follows. First, taking into account the “pre-assessment and post project evaluation” and “projects related to international cooperation within Japan” for the Subsidy, the objective of the assistant project implemented by NGOs within Japan would be changed to “funding assistance.” Second, the objective of hosting and/or participating in training seminars, workshops, etc., (in which NGOs can expand and deepen their capacity for international cooperation activities) and the “international cooperation related projects abroad,” which are all a part of “projects related to international cooperation within Japan,” would be changed to the “creation of an enabling environment for NGOs.” In addition, regarding studies in order to find and formulate projects and conduct post-project evaluation, which is a part of the “pre-assessment and post project evaluation,” the Evaluation Team recommends to carry out a continuous review to find a way of providing assistance to NGOs, taking in consideration of their needs.

4-2 Recommendations to Raise the Effectiveness of Results

(1) Review of “Support Type” to Further Expand Wide Scope of Citizen Power

JPP is divided into three types according to differences in experience and type of the Japanese organization: “Partner Type”, “Support Type” and “Local Government Type”. The scheme is structured so that various types of stakeholders can participate. It was clarified through verification of the effectiveness of the results that this contributed to expanding cooperation and assistance with a wide variety of approaches.

In particular, Japanese organizations that are implementing international cooperation activities for the first time can apply for “Support Type”, and this type of project serves the important role of expanding the scope for participation by Japanese citizens in international cooperation. However, the number of projects of this type that have been adopted has not increased very much, and as a result, has not been able to expand its scope up until today. It is estimated that one cause that is closely related to this is that organizations which apply for this type of project are comparatively small in scale while the upper limit amount is 25 million yen.

Accordingly, the Evaluation Team proposes that the “Support Type” should be reviewed in order to promote participation by small to medium scale organizations and secure diversity of citizen participation in international cooperation which were made in the JFY 2014 review of administrative programs, where it was pointed out that a systematic improvement should be made to enable participation to many NGOs as possible, and that a new sub scheme (framework) be established tailored to the needs and issues of small to medium scale organizations.

During this evaluation, it became clear that strengthening the operational capabilities of small to medium scale organizations for projects is indispensable in order to implement projects in the field with a high level of effectiveness. Specifically, this consists of strengthening mid-to-long term plan formulation capabilities, which includes simple need surveys and baseline surveys in order to start projects, the capability to perform monitoring and evaluation, the capacity building of staffs, securing financial resources and strengthening the infrastructure of the organization.

Taking this into consideration, it is recommended that in addition to advance consultation which is already being provided during the project formulation stage, assistance for the required activities to strengthen the above capabilities should be incorporated when establishing a new sub scheme targeted at small to medium scale organizations.

Although this recommendation contradicts the recommendation made earlier that “funding assistance” and “creation of an enabling environment for NGOs” should be clearly divided, when the characteristics of small to medium scale organizations are taken into consideration, the Evaluation Team thinks that incorporating assistance to strengthen capabilities is indispensable.

(2) Upgrade Sustainability of NGOs

During the JFY 2014 review of administrative programs conducted last spring, issues related to the “sustainability of NGOs” were pointed out. Specifically, it was stated that the provision of funds to NGOs in excess of their capabilities tends to make NGOs dependent on external funds, and that improvements should be made to the scheme that take into consideration measures to prevent NGOs from experiencing financial problems after the provision of funds is terminated.

From this evaluation, it can be said that confirmation of the Japanese organization’s scale and project scale by JICA was appropriate for the most part since almost no examples were found of NGOs becoming dependent on external funds or experiencing

financial trouble after the provision of funds was terminated. On the other hand, since slight problems were found in some areas, the Evaluation Team would like to recommend that scheme improvements be made for NGOs sustainability based on discussion with NGOs side, such as changing the upper limit for project expenses from the current scheme of “total actual expenditures over last two years” to one of “actual expenditures over the last two years of cooperation activities implemented in developing countries and regions” so that proposed upper limit amount matches the activity track record until the current time by NGOs and other organizations.

(3) Upgrade Quality of Evaluation

Regarding individual projects, improvements have been made to the overall PDCA cycle ever since the “JICA Guidelines for Monitoring and Evaluation of JPP” were formulated in JFY 2011. Currently, the project implementing organization conducts self-evaluation using four evaluation items³ when the project ends, prepares a project completion report, JICA prepares a draft terminal evaluation table and finalizes the terminal evaluation table after exchanging opinions with the implementing organization.

While reviewing the results of the terminal evaluation in the course of this evaluation, it indicated that there were variations in the quality of the evaluation, and there were a number of cases in which evaluation was not conducted in accordance with the “JICA Guidelines for Monitoring and Evaluation of JPP.”

Therefore, in order to increase the quality of evaluation and help improve projects, the Evaluation Team proposes that the implementing Japanese organizations need to upgrade their self-evaluation capabilities and JICA needs to upgrade their capabilities to perform its terminal evaluation. In order to increase the evaluation capabilities of both, it should be useful to conduct evaluation training for the JICA staff, utilize project management briefing sessions that are conducted for implementing organizations after the informal decision is made to adopt the project, and provide other opportunities for training in order to strengthen evaluation capabilities. It is also worth considering the possibility of obtaining the cooperation of external resources with specialized knowledge such as training.

In addition, due to the fact that evaluation is currently limited to those stakeholders at the implementing organizations and JICA, the Evaluation Team would like to recommend that participation by local counterparts and beneficiaries be incorporated in project evaluation in order to heighten the objectivity and helpfulness of evaluation, even if it only consists of evaluation in a simple format. Promoting the participation by a wide scope of stakeholders and increasing local ownership can significantly contribute in boosting project sustainability, in addition to making improvements to projects.

Therefore, in addition to improving evaluation of each project, the Evaluation Team recommends that evaluation also be conducted in order to improve JPP. Specifically, this consists of strategically selecting regions and issues, and having personnel with specialized knowledge of that region or issue, or personnel well versed in the NGO and civic society field⁴ (including local network type NGOs and middle assistance organizations), as well as an Evaluation Team comprised of personnel well versed in evaluation, and periodically (every 3 – 5 years) conduct a “third-party evaluation” of JPP.

In regard to releasing the evaluation results, the terminal evaluation results are currently being posted on the JICA website for Partner Type projects with a budget of 50 million yen or more. However, in order to increase awareness of and interest in JPP, as well as to “boost interest in development issues by citizens further promote understanding and participation in development cooperation” which is the objectives of

³ Relevance, track records and processes, effects, sustainability

⁴ Personnel without a vested interest in JPP

JPP, and gain lessons learned from issues encountered in these projects that can be used in other projects, the Evaluation Team considers that the terminal evaluation results should be released for all Partner Type projects. However, in order to release information for all projects, there should be an adequate exchange of opinions by means of NGO-JICA conferences and a dialogue with universities, local governments and other stakeholders, and the opinions of NGOs and other organizations should be reflected. In addition, the establishment of a transition period of a few years should be considered as necessary.

Regarding Support Type projects, the Evaluation Team would like to recommend that assistance first be provided to promote understanding and upgrade evaluation capabilities as part of the assistance described in section 4-2 (1) above, while taking into consideration the project implementation capabilities of small to medium scale organizations.

(4) Need for Policy to Utilize Domestic and Overseas Experience and Lessons Learned Bi-directionally

Four points are raised in “Citizen Participation” in the JICA thematic guidelines concerning the “significance of cooperation in which citizens participate”, and one of these is “Promote utilization of the knowledge and expertise to Japanese society”. As described in the recommendation in 4-1(1) above, these guidelines state that in addition to the impact that projects have on the people in developing countries, the fact that they should be bidirectional should be taken into consideration as one features of “citizen participation cooperation projects.”

The new Development Cooperation Charter stipulates that “the Government (of Japan) will also encourage the participation of its people from all walks of life in development cooperation and promote utilization of their expertise in society, with a view to expanding those involved in development cooperation”, and this has already been put into practice.

In fact, there are already quite a few cases among projects that have been implemented to date for which the knowledge and experience obtained through JPP has been returned and put to good use domestically, or contributed to revitalizing local society by conducting activities in a bidirectional manner.

In addition, regarding similar policies at other Japanese ministries and agencies, there was no such bidirectional tools that contribute to development in developing countries and contribute to solving local domestic issues found during this study.

In light of the recent trend for people to look inward, the Evaluation Team would like to recommend that “Promoting utilization of knowledge and expertise to Japanese society” be clearly positioned as a policy objective in order to increase interest in and assistance of international cooperation, and boost the desire to participate in international cooperation by as many citizens as possible. In addition, when a proposal is made by an organization, a scheme should be created under which a portion of the funds provided by JICA are used to return the experience and knowledge acquired by means of international cooperation to local society, and be utilized for activities that contribute to local revitalization.

4-3 Recommendations Concerning Scheme and Implementation Structure

(1) Promote Active Cooperation Between Middle Assistance Organizations and Local Network Type NGOs

In order to achieve the objectives of JPP and guarantee sustainability, strengthening the project implementation capabilities of the implementing organizations is indispensable. The sharing of experiences by implementing organizations and having

them teach each other consist of an effective policy to strengthen capabilities. Local network type NGOs and middle assistance organizations provide a venue for small to medium scale NGOs to learn from each other and serve an important role as advisor to provide consultation for comprehensive project management and assistance for monitoring and evaluation.

There are differences between local network type NGOs in terms of the scale of the organization, implementation structure and capabilities, but organizations do exist that can provide assistance independently. When it is difficult for an organization to provide assistance independently, it is possible for local network NGOs to provide assistance to small to medium scale NGOs by utilizing knowledge and resources and field lessons learned and experience of NGOs and other middle assistance organizations such as JANIC and the Japan NPO Center. In addition, when local network NGOs accumulate knowledge and lessons learned as well as gain the capability to provide assistance, they can become quite significant because of their capability to provide assistance by themselves without the help of the other middle assistance organizations.

For example, by having local network NGOs coordinate and jointly hold debriefing sessions and seminars in regions for organizations involved in JPP jointly rather than having individual organizations hold them independently (and at times jointly at JICA domestic facilities), the participation of many more citizens can be gained than when they are implemented individually, and this will most likely heighten understanding and interest of people in local society in international cooperation.

This will heighten the function of the respective network type NGOs and middle assistance organization as a “hub” for JPP, strengthen the connection between citizen organizations in different regions, and in turn contribute to nurturing and strengthening local civic society.

Taking these factors into consideration, the Evaluation Team would like to recommend that assistance to strengthen the capabilities of local network type NGOs and middle assistance organizations are actively provided for “creation of an enabling environment for NGOs”, although this will be separate from JPP. Doing this will strengthen the mutually complementary relationship of other Assistance programs with JPP, and can be expected to have a higher level of synergy effects.

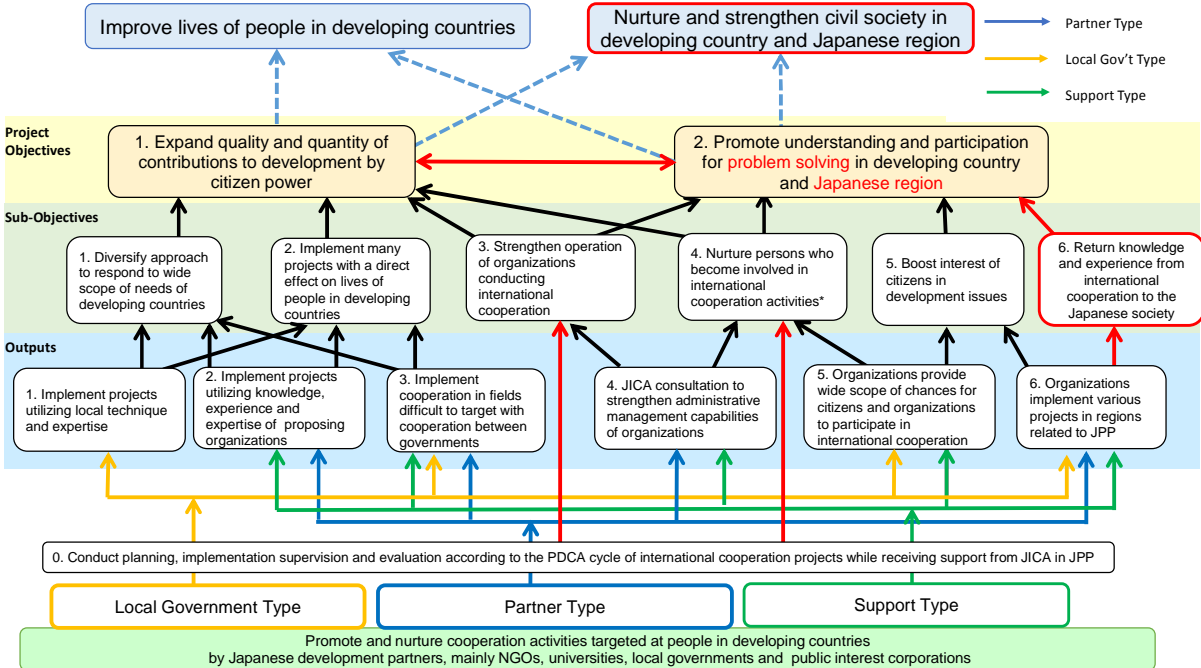
(2) Strengthen Ownership in Developing Countries

Development cooperation projects overseas, including cooperation provided under JPP, consist of projects that are implemented over a limited period of time. In order to heighten and maintain the development effects, NGOs and other organizations that are the most knowledgeable of local circumstances should take an active role. Although it is difficult for NGOs in Japan to easily entrust projects to NGOs and organizations in the field, enhancing the ownership of projects of the developing countries has become a global trend for assistance programs. Therefore, when implementing and evaluating projects under JPP, the participation of competent local (field) organizations should be promoted.

In addition to having organizations in developing countries participate in individual projects, obtaining the participation of third party evaluation recommended in 4-2(3) and implementing project improvements with the cooperation of local NGO network organizations will enable issues to be solved more effectively in the field and contribute to strengthening of the local civic society. Also it strengthens ownership of the developing country and building an equal relationship with the NGO of the counterpart country as this partner contributes to an increased affinity of and trust in Japan.

The establishment of a scheme that increases local ownership and strengthens civil society in the field will contribute greatly to heightening the local civil society’s evaluation of the position of the Government of Japan and its diplomacy.

Attachment : Objective Framework for "JICA Partnership Program" (Draft) with recommendation of this evaluation put into consideration



* It is expected that sub objective “(4) Nurturing persons who become involved in international cooperation activities” will result in more people newly participating in international cooperation activities.