

Third Party Evaluation Report 2015

Ministry of Foreign Affairs of Japan

Evaluation on Japan's Education Cooperation Policy 2011-2015

March 2016

International Development Center of Japan Inc.

Preface

This report under the title Evaluation of Japan's Education Cooperation Policy 2011-2015 was undertaken by the International Development Center of Japan Inc. (IDCJ), entrusted by the Ministry of Foreign Affairs (MOFA) in fiscal 2015.

Since its commencement in 1954, Japan's Official Development Assistance (ODA) has contributed to the development of partner countries and has contributed to bring solutions for international issues which vary over time. Recently, in both Japan and the international community, implementing of ODA requires higher effectiveness and efficiency. MOFA has been conducting ODA evaluation every year, of which most are conducted at the policy level with two main objectives: to improve the management of ODA; and to ensure its accountability. These evaluations are conducted by third parties to enhance transparency and objectivity.

The present evaluation study was conducted with the objectives of reviewing Japan's Education Cooperation Policy 2011-2015, drawing on the lessons from this review to make recommendations for reference in policy planning and its effective and efficient implementation in future education cooperation efforts of the Government of Japan. The study also intends to ensure the accountability of Japan's ODA by making the evaluation results widely available to the general public.

Mr. Kazuhiro Yoshida, Professor of Hiroshima University, served as a chief evaluator to supervise the entire evaluation process and Dr. Shoko Yamada, Professor of Nagoya University, served as an advisor to share her expertise on education cooperation. They have made an enormous contribution from the beginning of the study to the completion of this report. In addition, in the course of this study both in Japan and in Republic of Senegal, we have benefited from the cooperation of MOFA, Japan International Cooperation Agency (JICA) and the local ODA Task Force, as well as government agencies in Senegal, donors and non-governmental organizations (NGOs). We would like to take this opportunity to express our sincere gratitude to all those 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.

March, 2016

International Development Center of Japan Inc.

Note: This English version of the Evaluation Report is a summary of the Evaluation Report of Japan's Education Cooperation Policy 2011-2015.

Evaluation on Japan's Education Cooperation Policy 2011-2015 (Brief Summary)

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Period of the Evaluation Study : July 2015 - February 2016

Field Survey Country : Senegal



Source: The University of Texas at Austin

Background, Objectives and Scope of the Evaluation

Japan provides assistance for educational development towards developing countries, based on its own experience of modernization and economic growth. The subject of this evaluation, the *Japan's Education Cooperation Policy 2011-2015* (hereinafter referred to as the Policy) was announced in 2010 by the Japanese government, with its scope set on the achievement of the education-related goals and objectives of initiatives and goals such as Education for all (EFA) and Millennium Development Goals (MDGs), and the Japanese government has actively promoted cooperation for the education sector in line with this Policy.

The objective of this study is to evaluate Japan's assistance provided under the Policy, in 2015 which is the final year of the duration of the Policy, as clearly stated in the Policy document to make vital recommendations based on the findings of the study along with important lessons drawn. Evaluations will be conducted from the viewpoints of development and diplomacy.

The period of the evaluation is 2011 to 2015, and the entire education sector is assessed at the global level. A case study was conducted in Senegal. The scope of the analysis covers all measures, programs and projects which have been implemented in line with the Policy, various measures, approaches and initiatives designed to strengthen the implementation system of Japan's assistance for the education sector and financial contribution to and coordination, collaboration, and exchange of personnel with international organizations.

Brief Summary of the Evaluation Results

• Development Viewpoints

(1) Relevance of Policies

The analysis of the relevance of the Policy implicates that the Policy is highly consistent with the ODA Charter (the previous Development Cooperation Charter) and the Development Cooperation Charter, which are high-level policies of the Government of Japan. Its consistency with the development needs of developing countries is also high in addition to its high level of consistency with global trends and challenges of EFA and MDGs, etc. Furthermore, the Policy is highly relevant as a Japanese cooperation policy in the education sector as it emphasizes (i) assistance utilizing Japan's experience and technical expertise and (ii) collaboration with international organizations and NGOs in countries affected by conflicts or disasters. As it scores highly amongst almost every criteria of which determines relevance, we judge the relevance of the Policy to be high.

(2) Effectiveness of Results

In regard to the effectiveness of aid policies, the implementation system and the actual implementation in areas of basic education and post-basic education, various positive results were achieved. Therefore, we judge the effectiveness in this area to be high. Meanwhile, to evaluate the effectiveness of aid policies, the implementation system and the actual implementation in education for peace and security, we observed limited scale of large effects due to small number of projects and due to the limited educational assistance in this area from medium- and long-term perspectives. Therefore, we judge the effectiveness in this area to be moderate. Regarding the degree of implementation and effectiveness of the guiding principles of the Policy, we judge the effectiveness in this area to be moderate as the level of implementations amongst some principles were low. In addition to these evaluation results, considering the contribution to the achievement of desirable results in the area of basic education in Sub-Saharan Africa, the contribution for international goals, the degree of achieving funding and numbers of beneficiaries set on goals, and positive results driven from comprehensive approaches taken to address educational challenges of developing countries, we judge the overall effectiveness of the Policy to be high.

(3) Appropriateness of Processes

The process of formulating the Policy is highly appropriate as it reflects various opinions expressed through a series of discussions involving wide-ranging stakeholders. As there were approaches designed to enhance the overall effectiveness of assistance and the process for policy implementation is equally appropriate, we

came across improvements that could still be made. For the policy management process, we judge the appropriateness of the policy management process to be moderate and there was room for improvement to increase effectiveness of the policy implementation, for example, by conducting a mid-term review of the Policy while it is being implemented. In addition, from the viewpoint of reflecting evaluation results to the succeeding policy, the timing of conducting the third-party evaluation in 2015, the final year of the Policy, is not ideal. As other aid organizations and developing countries were not necessarily familiar about the Policy, we evaluate the process of the publication and dissemination of policy-related information to be moderate which requires further improvements to be made. Based on these evaluation results, overall we judge the Policy was implemented in a moderately satisfactory manner.

● Diplomatic Viewpoints

From the viewpoint of diplomatic importance, the Policy has assisted to deepen bilateral exchanges and to strengthen Japan's friendship with other countries. In terms of diplomatic impacts, the Policy has contributed to increase Japan's presence in the international community. Therefore, we judge the Policy to have diplomatic importance and diplomatic impacts.

Recommendations

Recommendations for formulating and mainstreaming Japan's education cooperation policies

- (1) Establishing a cooperation system for the formulation and implementation of Japan's future education cooperation policy
- (2) Formulating guidelines for policy implementation
- (3) Placing Japan's future education cooperation policy as a higher policy
- (4) Mainstreaming the concept of inclusion at the time of the project formulation and evaluation

Recommendations for implementing Japan's education cooperation policies

- (5) Building collaborative systems between policy planning departments and policy implementation departments
- (6) Capacity building to enhance collaboration with other donors, aid organizations and actors in other sectors
- (7) Effectively disseminating and further strengthening Japan's comparative advantage on practices at the ground-level
- (8) Strengthening the Education for Sustainable Development (ESD) to contribute to achievement of the educational goals of SDGs
- (9) Creating synergy effects through skilful use of programs, loans and assistance through international organizations
- (10) Implementing more descriptive and carefully planned programs to nurture synergy effects
- (11) Fostering common understandings of and interests towards Japan's education cooperation policy through periodic meetings bringing together wide-ranging stakeholders
- (12) Implementing appropriate assistances which respond to emergency needs

Recommendations for monitoring and evaluating Japan's education cooperation policies

- (13) Conducting a mid-term review of Japan's future education cooperation policy
- (14) Implementing the third-party evaluation of Japan's future education cooperation policy at the optimal timing
- (15) Establishing targets and monitoring systems for Japan's future education cooperation policy

Recommendations to enhance diplomatic effects

- (16) Effectively disseminating information on Japan's education cooperation policy and its outputs/outcomes



Interviewing the headmaster and teacher of a primary school regarding the Strengthening Mathematics, Science, and Technologies Education Project Phase 2 (technical cooperation project)



The Senegal-Japan Vocational Training Center (CFPT)

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Chapter 1 Implementation Policy for the Evaluation

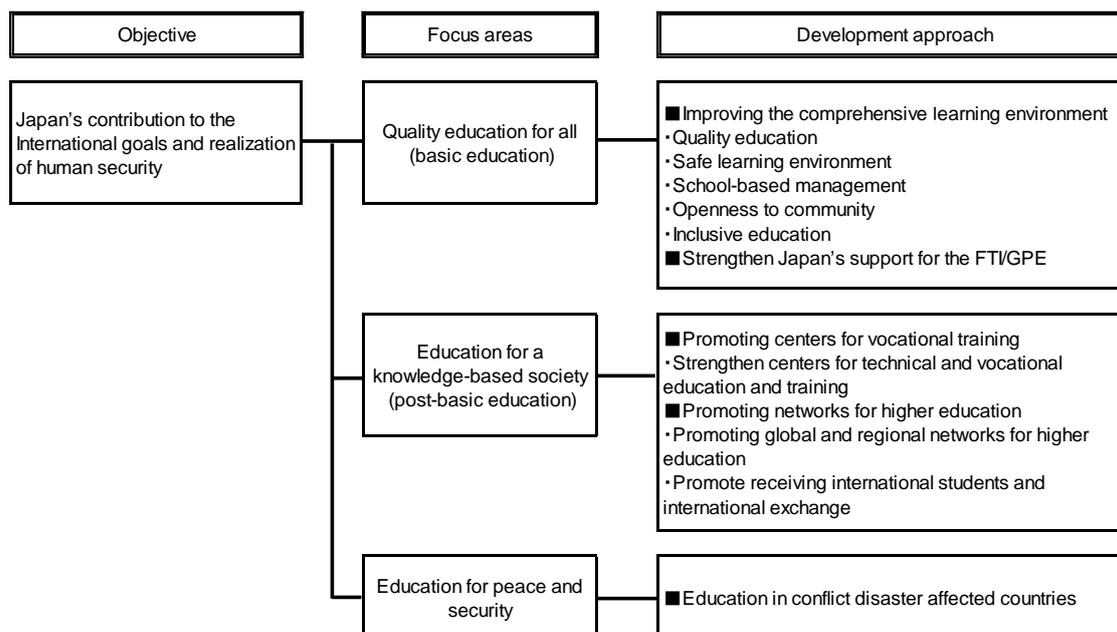
1-1 Background and Objectives

Japan has long emphasized the importance of educational development in developing countries, and has been reflecting lessons learnt from its own experience of modernization and post-war economic growth to provide assistance for the education sector. In 2010, Japan's Education Cooperation Policy 2011 – 2015 (hereinafter referred to as the Policy), the subject of this evaluation study, was announced in 2010 with perspectives which consider to achieve education-related goals and to meet the objectives of Education for All (EFA) and Millennium Development Goals (MDGs), and since then cooperation for the education sector had been actively carried out in line with the policy.

The objective of this study is to evaluate Japan's assistance provided under the Policy in the final year of the policy duration, in 2015, as clearly stated in the policy document. This evaluation is conducted by the Evaluation Team from the viewpoints of development and diplomacy so that vital recommendations can be made to help formulate and implement Japan's future education cooperation policies, and to ensure accountability of Japan's ODA for the general public. Recommendations are made and important lessons are summarized based on our findings of the study.

1-2 Scope of the Evaluation

The Policy adopts three guiding principles of “supporting self-help efforts and sustainable development,” “answering the needs of the marginalized populations” and “respecting cultural diversity and promoting mutual understanding,” as well as the three focus areas which are “quality education for all (basic education),” “education for knowledge-based society (post-basic education, vocational training and higher education)” and “education for peace and security (education in conflict and disaster-affected countries).” The Policy brings several approaches to enhance the effectiveness of assistance as listed: “maximizing Japan's comparative advantages on the ground,” “participating in the policy-making process and providing medium and long-term support,” “ensuring the strategic application of aid resources in response to the needs of countries,” “strengthening the partnership with the international community,” “linking education to other development sectors,” “promoting south-south cooperation and triangular cooperation,” “strengthening the result-oriented approach” and “forging partnerships with actors in Japan.” The Policy also holds a numerical target of US\$ 3.5 billion as the overall contribution of funding in five years to create an educational environment of higher quality (quality education) which would benefit at least 7 million children (cumulative total of 25 million children). A diagram systematically outlining the objectives of Japan's Education Cooperation Policy 2011 – 2015 is shown in Figure 1.



Source: Prepared by the evaluation team based on Japan's Education Cooperation Policy 2011-2015.

Figure 1: Objective framework of Japan's Education Cooperation Policy 2011-2015

The subject period, areas and scope of analysis for this evaluation study are listed below.

- (1) Subject period: 2011 - 2015
- (2) Subject area: All sectors and sub-sectors of the education field
- (3) Targeted geographical area: Global (Senegal as a case study country)
- (4) Scope of analysis: All country-level policies implemented in line with the Policy (completed or in progress); all programs/projects; country-level policies, approaches, and initiatives designed to strengthen the implementation system for Japan's assistance; financial contribution to international organizations, and coordination, collaboration and exchange of personnel in the education sector; programs and projects in developing countries and the world

1-3 Methodology of the Evaluation

1-3-1 Evaluation Framework and Analytical Process

The analytical process employed for this evaluation study consists of several components which are (i) establishment of an evaluation implementation policy, (ii) analysis of international trends in educational development, (iii) analysis of Japan's performance of education cooperation in the implementation period of the Policy, (iv) case study in Senegal, (v) analysis of questionnaire survey results to Japan's diplomatic establishments abroad, (vi) analysis of meta evaluation of terminal evaluation reports for technical cooperation projects, and (vii) summary of evaluation results. Based on the findings of components (i) through (vi), the evaluation was conducted from the development viewpoint (criteria: relevance of the policy, effectiveness of the results and appropriateness of the processes) in line with the ODA Evaluation Guidelines (9th Edition; May, 2015) as well as from the

diplomatic viewpoint. For three evaluation criteria from the development viewpoint, evaluation results were rated.

1-3-2 Implementation Procedure for the Evaluation

This evaluation followed implementation procedures which were in the following order: (i) formulating an evaluation plan, (ii) conducting on-the-site research in Japan, (iii) conducting field research in Senegal as a case study, and (iv) analyzing and editing the report in Japan.

Chapter 2 International Trends in Educational Development

2-1 International Trends

2-1-1 Before the Formulation of the Policy

The World Declaration on Education for All (EFA) in 1990 had effect on educational development in developing countries to be better recognized as urgent agenda for the international community. This was followed by the World Education Forum in 2000 when the Dakar Framework for Action was adopted to strengthen global efforts to achieve EFA. The year of 2000 also marked an international endorsement of the Millennium Development Goals (MDGs) which included education-related goals and targets as follows: “Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling” under Goal 2 of “Achieve universal primary education,” and “Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015” under Goal 3 of “Promote gender equality and empower women.” In 2002, the First Track Initiative (FTI) (the current Global Partnership for Education (GPE)) was launched as an international initiative to ensure that educational assistance reaches countries with stronger needs. In the same year, the United National General Assembly proclaimed the UN Decade of Education for Sustainable Development 2005 – 2014 (UNDESD).

2-1-2 During the Implementation Period of the Policy

In 2012, there was an agreement to establish the Sustainable Development Goals (SDGs) towards the adoption of international development goals beyond 2015. In 2015, the UN General Assembly adopted “the Transforming our World: the 2030 Agenda for Sustainable Development” and including 17 SDGs. Of these, Goal 4 – Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all – is specifically focusing on education. The World Education Forum 2015 was held in May 2015, adopted the Incheon Declaration containing 20 common international targets for the education sector in the period from 2015 to 2030.

2-1-3 Historical Trends in the worldODA Inputs for the Education Sector

The total amount of ODA in the world for primary education steadily increased between 2000 to 2010 at a high annual rate but significantly declined from 2010 to 2012. The total amount of ODA for basic education (primary education and lower secondary education)

peaked from 2009 to 2010 in the world. The total amount of ODA for post-basic education showed a similar pattern to that for primary education, however exceeded the amount for primary education in 2006 and thereafter. Meanwhile, the proportion of the amount of ODA out of the total amount of ODA for basic education targeting basic life skills for young people and adults, and the proportion of those for pre-school education, have both declined. Assistance for basic education targeted Sub-Saharan Africa, accounting for 47% of the ODA input for basic education provided towards this region from 2002 to 2004, then dropped to 31% from 2010 to 2012.

Chapter 3 Performance of Japan's Educational Assistance in the Period of Japan's Education Cooperation Policy 2011-2015

3-1 History of Japan's Education Cooperation and Status and Outline of the Policy

Japan has provided educational assistance in line with such international frameworks as the EFA declaration in 1990, Dakar Framework for Action in 2000 and MDGs in 2000. In 2002, the Basic Education for Growth Initiative (BEGIN) was announced. This was followed by the announcement of Japan's Education Cooperation Policy 2011 – 2015 in 2010 replacing and taking after BEGIN. The Policy adopted three focus areas, i.e. “quality education for all (basic education),” “education for a knowledge-based society (post-basic education, vocational education and higher education)” and “education for peace and security (education in conflict and disaster-affected countries),” to provide disbursement of US\$ 3.5 billion in five years, aiming to benefit at least 7 million children (cumulative total of 25 million children).

3-2 Japan's Education Cooperation Policy 2011-2015 and Related Policies, Programs, and Projects

Policies, programs and projects related to the Policy include the Japan's Official Development Assistance Charter and the Development Cooperation Charter, which are higher policies of the Government of Japan, BEGIN as mentioned above, the Yokohama Declarations of the Fourth and Fifth Tokyo International Conference on African Development (TICAD IV and TICAD V) which is Japan's development cooperation program targeting Africa, 300,000 Foreign Students Plan, New Strategy to Counter the Threat of Terrorism to assist Afghanistan, gender-related initiatives (Initiative on Gender and Development (GAD), measures to assist women in developing countries and Japan-US cooperation to promote the education of women in the world), and the Sendai Cooperation Initiative for Disaster Risk Reduction.

3-3 Performance of Japan's Education Cooperation

While there is a declining trend in overall assistance for the education sector, reflecting the decline in Japan's ODA total budget, the Policy already achieved its target disbursement input of US\$ 3.5 billion by the end of 2014. The size of the benefitting population has also reached the target of 25 million children as of the end of 2015. Although the amount of ODA through bilateral assistance has shown a slightly declining trend, its amount through

international organizations has been stable from 2011 to 2014.

Assistance under the technical cooperation scheme, including assistance for foreign students holds the largest proportion out of all education cooperation of Japan, which could be noted as a distinctive characteristic Japan has in terms of development assistance in the education sector. By region, East Asia, Sub-Saharan Africa and Southern/Central Asia are regions receiving the largest funds of Japan's education cooperation. By sub-sector, the amount of assistance for higher education accounts for nearly half of the total input. In East Asia, assistance for higher education accounts for 70% of the Japan's education cooperation, and is extremely large compared to other subsectors and other regions. The proportion of assistance for higher education is nearly half of the total amount in South/Central Asia. In Sub-Saharan Africa where there is a strong need for basic education, the development of educational facilities and assistance for primary education are the main areas for Japan's financial assistance for the education sector.

Chapter 4 Case Study of Senegal

4-1 Trends in Educational Development in Senegal

Senegal is making progress in development issues under the "Plan Senegal Emergent" (Plan Sénégal Emergent: PSE), which prioritizes improving the quality of education as one of the key policies. The ongoing education sector plan (Program for Quality, Equity and Transparency Improvements in Education: PAQUET) aims to (i) universalize basic education, (ii) provide vocational and technical training, (iii) improve the quality of learning, (iv) promote scientific and technical innovations, (v) continue and reinforce decentralization, (vi) strengthen short- and medium-term effectiveness of the education sector, (vii) improve the productivity of teachers and school staff members and (viii) promote the use of the official language beyond functional literacy.

The gross enrolment ratio in 2012 (83.8%) showed an upward trend in primary education; yet, the growth ratio has been stagnating due to persistent regional gaps, amongst other reasons. In 2007, the enrolment rate for girls reached that for boys, while on the other hand the gross enrolment ratio for boys has gradually declined after 2007. The gross enrolment rate for pre-school education in 2012 was 14.3%, while the gross enrolment rate for secondary education and higher education in 2011 were 41.0% (39.1% for girls and 42.9% for boys) and 7.6% (5.7% for female students and 9.6% for male students), respectively. Expenditure on education as percentage of the country's GDP was 5.6% in 2010. The education sector accounted for 20.7% of the total government expenditure during the same year, showing an upward trend (figures based on UNESCO statistics).

Aid organizations provide assistance to the education sector in Senegal through project-type assistance, sector-based financial assistance and multi-donor trust fund. Principal donors—such as Japan, the United States, France, Canada, the World Bank, UNICEF, and UNDP—have established a coordinating group under the objective of sharing information.

4-2 Performance of Japan's Education Cooperation in Senegal

From 2011 to 2015, Japan implemented 28 cooperation projects in Senegal's education sector, and within those cooperation projects, the largest proportion was in the sub-sector of developing a safe school environment for basic education, accounting for 10 projects. The total budget for these 10 projects was 4,396 million yen, which is equivalent to 60% of the total aid input during in the education sector this period. There were 8 projects aimed to develop vocational training schools that functioned as centers for post-basic education (accounting for 19.1% of the total budget); 4 projects to enhance the quality of basic education (accounting for 13% of the total budget); 3 projects to develop inclusive education (accounting for 0.4% of the total budget); and one project aimed to improve school management (accounting for 5.4% of the total budget). Projects related to developing schools that are open to the local community, promoting networking for post-basic and higher education, and promoting education for peace and security were not implemented in Senegal while the Policy was implemented.

4-3 Evaluation of Japan's Education Cooperation in Senegal from the Viewpoints of Development and Diplomacy

4-3-1 Viewpoint of Development: Relevance of the Policy

The Policy is highly relevant to PSE, which is the education policy of Senegal with a particular emphasis on improving the quality of primary education, and PAQUET, which is the current education sector plan in Senegal, in addition to its strong relevance to the higher policies of Japan. The Policy is also consistent with the objectives of the EFA, as well as with the MDG processes in Senegal. Japan's education assistance based on the Policy's guiding principles, focus areas, and the approaches to enhance the effectiveness of assistance has been implemented in Senegal. However, the Policy is hardly recognized by the Government of Senegal and other aid organizations, and a conscious effort needs to be made to convincingly display the Policy as Japan's fundamental cooperation policy for the education sector.

4-3-2 Viewpoint of Development: Effectiveness of the Results

Japan's assistance has produced many outcomes/outputs in terms of the quality of and access to basic education. Examples include construction of schools under the grant aid cooperation scheme, the Project for the Improvement of the Educational Environment Phase 2, and the Strengthening of Mathematics, Science and Technology Education Project Phase 2. For post-basic education, Japan's assistance has also yielded positive outcomes/outputs, particularly in projects such as the Project for the Reinforcement of the Senegal-Japan Vocational Training Center(Centre de Formation Professionnelle et Technique Sénégal-Japon: CFPT Senegal-Japan) designed to expand the training capacity of the CFPT so it could function as a center of excellence for training programs in third countries. Thus we evaluate the effectiveness of the results of the Policy in Senegal to be high.

4-3-3 Viewpoint of Development: Appropriateness of the Processes

A number of approaches to enhance the effects of assistance have been implemented in both areas of basic education and post-basic education, fully utilizing Japan's comparative advantage in education cooperation with its expertise and experience in delivering successful practice on the ground. These approaches include strategically incorporating aid resources, collaborating with other aid organizations and other development sectors, promoting south-south cooperation, strengthening the result-oriented approach, and collaborating with Japanese private enterprises, NGOs and universities. Although we evaluated that the implementation needs to be improved among a few cases, the appropriateness of the implementation process of the Policy in Senegal was judged to be generally high.

4-3-4 Viewpoint of Diplomacy: Diplomatic Importance and Impacts

From the viewpoint of diplomacy, Japan's assistance schemes and their outcomes/outputs that have been accumulated for many years have been highly appreciated in Senegal, contributing to strengthen the bilateral relationship between Japan and Senegal. Japan shares its value of the participatory and beneficiary-oriented approach in the education sector with Senegal, which led to positive achievements for Japan and Senegal. For the diplomatic impacts, Japanese assistance in projects involving prominent, symbolic institutions such as the CFPT has amplified Japanese presence in Senegal. The local education bureaus and the Senegalese population highly value Japan's assistances of constructing schools and dispatching volunteers, which gives better recognition of and higher appraisal for Japan's assistance. Thus, we could conclude that the Policy has diplomatic importance and diplomatic impacts.

Chapter 5 Questionnaire Survey with Japan's Diplomatic Establishments Abroad

5-1 Outline of the Questionnaire Survey with Japan's Diplomatic Establishments Abroad

As part of this study questionnaire surveys were conducted towards Japan's diplomatic establishments of 95 countries where an ODA task force is established in its country. The survey was additionally conducted towards the Japanese National Commission for the UNESCO. The objective of this questionnaire survey was to understand the degree of the application/implementation of the Policy, the positive results, as well as the challenges faced by the Policy in developing countries so that specific points of improvement could be made. Another objective of the questionnaire survey was to compare its findings with those of a similar survey in the Evaluation Study of Basic Education for Growth Initiative (BEGIN) conducted as MOFA's third party evaluation so that improvements or changes as a result of the Policy can be determined. The key question items included the progress of educational development, state of educational sub-sectors, priorities of different types of approaches

and assistance schemes, status of donor coordination and assistance for GPE, contribution and effects of Japan's education cooperation, and points for improvement of the Policy.

Out of the diplomatic establishments of 95 countries, 70 countries responded to the questionnaire survey. The results from these 70 countries are regionally classified as follows: 34% from Sub-Saharan Africa, 21% from South and Central America, 11% from Oceania, 11% from East and Southeast Asia, 6% from South Asia, and 15.7% from other regions. By DAC classification, LDCs and others account for 44% of the countries, UMICs for 29%, and LMICs for 27%.

5-2 Findings of the Questionnaire Survey with Japan's Diplomatic Establishments Abroad

After analyzing the findings of the questionnaire survey, the following points were brought to the fore.

- (1) The proportion of countries which recognize "the higher priority of post-basic education" is higher among countries with higher income. On the other hand, the proportion of countries which recognize "the higher priority of basic education" is higher among countries with lower income.
- (2) Regarding the degree of priority of individual education sub-sectors, Japan's diplomatic establishments abroad recognize that there is hardly any difference between the sub-sectors prioritized by each country and those prioritized by Japan in the country concerned. Concerning the priority of different subjects in the area of basic education, Japan's priority is higher than that of the corresponding countries in terms of "improvement of the quality of basic education," but is lower in terms of "strengthening educational finance."
- (3) In regard to the type of assistance provided in the areas of basic education and post-basic education, Japan's diplomatic establishments abroad recognize that Japan's priority lies in the types of cooperation where Japan, is visible as a donor, such as "long-term training (in Japan or in third-party countries)," "grant assistance for grass-roots human security projects," "Japan Overseas Cooperation Volunteers," "technical cooperation and technical cooperation projects," and "grant aid cooperation." However, the diplomatic establishments are aware that many recipient countries may prefer assistance via NGOs, financial assistance, etc.
- (4) While progress has been made in some countries via collaboration/coordination with international organizations and other donors, there have been many cases where Japan's current situation hindered these collaboration/coordination schemes in, for example, financial assistance.
- (5) In regard to the status of the Policy as a higher policy of Japan's cooperation for the education sector, a little less than 40% of the Japanese diplomatic establishments that responded to the survey indicated that they are not familiar with the Policy. A mere 30% of these diplomatic establishments correctly recognized the higher policy status of the

Policy. This low level of recognition must be properly addressed in the coming years. Partly due to this low level of recognition, publicizing the Policy to other donors and the governments of recipient countries has been insufficient. Despite these challenges, however, the degree of contribution of Japan's educational assistance to recipient countries under the Policy was evaluated to be high because of the provision of "a safe learning environment," "quality education," and "promotion of the acceptance and exchange of foreign students." For the implementation system, emphasis is placed on approaches designed to enhance the effectiveness of assistance by "maximizing Japan's comparative advantages on the ground" and "ensuring the strategic application of aid resources in response to the needs of countries."

- (6) Japan's diplomatic establishments abroad recognize "the necessity to designate an office responsible for securing the budget to achieve positive results and to implement and monitor the progress of Japan's assistance in an effective manner after the formulation of the Policy." The impetus for this recognition has been the growing need to enhance the effectiveness of assistance by combining various approaches such as the all-Japan approach, effective assistance combining technical cooperation and financial assistance, and collaboration with international organizations and other donors, which are now more emphasized compared to the evaluation period of BEGIN, the preceding education cooperation policy of Japan.

Chapter 6 Analysis of the Meta Evaluation of the Terminal Evaluation Reports for Technical Cooperation Projects

6-1 Methodology of Analysis

For this evaluation, four members of the Evaluation Team reviewed the terminal evaluation reports of technical cooperation projects which were implemented and completed between 2011 and 2015. The meta evaluation was conducted using an evaluation sheet, and numerical data was prepared for quantitative analysis. In total, 59 education-related technical cooperation projects—for which terminal evaluation reports were available—were then analyzed. Out of these 59 projects, 15 took place in East Asia, 6 in South Asia, 9 in South and Central America, 28 in Sub-Saharan Africa, and 1 in the Middle East/North Africa.

6-2 Analysis of Guiding Principles and Focus Areas of the Policy and Approaches to Enhance the Results of Assistance

The first step in the analysis was to classify the four-grade evaluation of the relative emphasis in each report based on their "guiding principles," "focus areas," and "maximizing effectiveness of Japan's assistance." The emphasis regarding the implementation of the Policy was then outlined based on the findings of the initial analysis.

Concerning the "guiding principles," 49 projects (83.1%) of all reviewed projects were strongly linked to the principle of "supporting self-help efforts and sustainable development."

which indicates that this principle had been reflected in most projects. In regard to the “focus areas,” 32 projects (54.2%) of all reviewed projects were strongly tied to “quality education” in the focus area of “quality education for all.” Involving “maximizing effectiveness of Japan’s assistance,” 46 projects (78.0%) of all reviewed projects were strongly linked to “maximizing Japan’s comparative advantages on the ground,” indicating that most of Japan’s technical cooperation projects were associated with this approach. There were several projects that showed a strong relationship with “promoting south-south cooperation and triangular cooperation” and “strengthening of the result-oriented approach.” In contrast, none of the reviewed projects had a strong relationship with “linking education to other development sectors.” Only one project (the Non-Formal Education Project in Pakistan) had a strong link to “participating in the policy-making process and providing medium and long-term support.” There were six projects that had a strong association to “strengthening gender perspectives.” Of these projects, the strongest association was found among the project of the Improvement of the Guidance and Counseling Department to Decrease the Drop-Out Rate of Female Students at Girls Secondary Schools in Garissa, North Eastern Province (NEP), Kenya.

As far as technical cooperation projects during the period from 2011 to 2015 are concerned, it can be concluded that the guiding principles of “supporting self-help efforts and sustainable development” and “answering the needs of marginalized populations” are strongly emphasized; many projects are linked to the focus area of “quality education for all”; and the approaches of “maximizing Japan’s comparative advantages on the ground” and “promoting south-south cooperation and triangular cooperation” have been incorporated to enhance the results of assistance. Nonetheless, the findings based on this analysis only assesses technical cooperation projects for which terminal evaluation reports are available. This suggests many projects of ODA schemes other than technical cooperation possibly have a strong link to other sub-items which we should be aware of.

6-3 Findings of the Meta Evaluation of the Terminal Evaluation Reports

The final step of this analysis involved the meta evaluation of terminal evaluation reports for the 59 technical cooperation projects. Conducted by four members of the Evaluation Team, the reports were evaluated from the viewpoints of relevance, efficiency, effectiveness, impacts, and sustainability. This meta evaluation used a four-grade evaluation scheme ranging from “4 (very high)” to “1 (marginal),” and the evaluation results were further analyzed with reference to the geographical location and subject matter of each project.

For the relevance, most projects scored “3 (high)” or “4 (very high).” In particular, the evaluation results for the sub-item of “legitimacy of implementing the project” were either “3 (high)” or “4 (very high)” for all projects. In contrast, there were cases of poor evaluation results regarding the question of “adequacy of the contents of assistance and of the project design,” which asked about the appropriateness of the project as a means to achieve certain objectives. In terms of effectiveness, 85% of the projects scored “3 (high)” or “4 (very high).” This figure suggests that, although a strong causal relationship existed up to the

stage of achieving the project purpose, there were several projects that did not fully achieve the intended goal. The percentage of projects scoring “3 (high)” (71%) for efficiency was relatively low. The overall score for efficiency appears to have been lowered by the fact that some projects encountered issues concerning the appropriateness of the implementation process, even though the cost and other project inputs were properly accounted for. For example, the evaluation score for the appropriateness of the project process was 2.0 (moderate) for 15 out of 59 projects.

For the impacts, 76% of the projects scored “3 (high)” or “4 (very high).” While few unexpected negative impacts were observed, the level of achievement of the expected impacts was unsatisfactory to have a strong causal relationship. As impacts require time to be fully measured, and as at the project planning stage each project is expected to have its impacts after completion of the project (not at the time the project is completed), we judge the evaluated score not to be problematic. 54% of the projects scored “3 (high)” or “4 (very high).” for sustainability, and detailed analysis show that the problem exists in the financial capacity to ensure sustainability. We could understand this result as it is not easy to guarantee financial capacity in the long run after the project finishes, even though organizations are built to ensure sustainability and technology/skill transfer is possible.

In summary, the relevance, effectiveness and impacts of the technical cooperation projects are very high, and the efficiency is scored high. Nevertheless, there are some regions which continue to face problems for sustainability. Project sustainability can be improved by adopting approaches to enhance the results of assistance, such as “linking education with other development sectors,” “strengthening the result-oriented approach,” “strengthening partnerships with the international community,” and/or “participating in the policy-making process and providing a medium and long-term support,” therefore, it is desirable to further strengthen these approaches in the future. From the evaluation under the viewpoint of “friendship with recipient country,” projects featuring the “promotion of networking for higher education” and “promotion of the acceptance of foreign students and student exchanges” achieved excellent results as individual projects.

By region, East Asia scored high for most of the evaluation sub-items, while the evaluation results for Sub-Saharan Africa and South Asia were low. Compared to other evaluation items, project sustainability is highly susceptible to the organizational strength and financial capacity during the post-project period. Because of this, it will become more important to adopt measures that are designed to improve the sustainability of projects in Sub-Saharan Africa and South Asia. One example of such measures is to incorporate Japan’s education cooperation projects in “the education policy of recipient country and Japan’s cooperation program for medium and long-term development of the country concerned” from the early stage of project formulation.

The overall score for the five evaluation items was either “highly satisfactory” or “extremely satisfactory” among 83% of the projects. This evaluation result for education-related projects is sufficiently high compared to other meta evaluation results in the past. We should

note that the meta evaluation could only assess technical cooperation projects of which terminal evaluation reports were obtainable. Ideally, grant aid cooperation projects and loan assistance projects should also be evaluated along with technical cooperation projects.

Chapter 7 Evaluation Results

7-1 Relevance of the Policy

The Policy is highly consistent with both the Japan's Official Development Assistance Charter and the new Development Cooperation Charter, both of which are higher policies of the Government of Japan on the field of development. In addition to its high level of consistency with the global trends and challenges such as the EFA and MDGs, the Policy's relevance in meeting the development needs of target countries is also high. Furthermore, it is highly relevant as a Japanese cooperation policy in the education sector as it emphasizes (i) assistance utilizing Japan's experience and technical expertise and (ii) collaboration with international organizations and NGOs in countries affected by conflicts or disasters. Because the Policy scores high in almost every aspect of relevance, we judge the relevance of the Policy to be high.

7-1-1 Consistency with Higher Policies and Relevant Policies of Japan

The Development Cooperation Charter urges the promotion of vocational training, human resources development in the industrial sector, and quality education for all in order to achieve "quality growth and poverty eradication through such growth." In the Japan's Official Development Assistance Charter, education assistance was endorsed as one of the strategies for poverty reduction. As the Policy is highly consistent with the Development Cooperation Charter and the Japan's Official Development Assistance Charter, we judge the consistency with the higher policies and relevant policies of Japan to be very high.

7-1-2 Consistency with the Development Needs of Recipient Countries

The Policy—which embodies a comprehensive perspective—is highly consistent with the plans in the education sector of many developing countries. The results of the questionnaire survey conducted on Japan's diplomatic establishments confirmed the Policy's high level of consistency with the development needs of recipient countries. Hence, we judge the consistency of the Policy with the development needs of recipient countries to be high.

7-1-3 Consistency with Global Trends and Global Challenges

The Policy is formulated in line with international goals and action plans such as the EFA, MDGs, ESD, and TICAD and is also highly consistent with a series of discussion on the 2030 Agenda for Sustainable Development and SDGs. The Policy is highly significant in that it specifically calls for strengthening the support for FTI/GPE., which showed Japan's positive stance aiming to participate in the international mechanism which affected to the education sector in developing countries. Considering these evaluations, we judge the Policy's consistency with global trends and global challenges to be high.

7-1-4 Relevance as Japan's Cooperation Policy for the Education Sector

The approach employed by the Policy to promote educational development via utilization of Japan's experiences and technical expertise is appropriate. Assistance schemes with a comprehensive approach involving collaboration with international organizations and NGOs have also been put into practice. A number of Japan's diplomatic establishments abroad expressed a preference for clear statement of the objects, indicators, and schedule for Japan's assistance in the education sector. Based on these considerations, we judge the relevance of the Policy as a Japanese cooperation policy for the education sector to be high.

7-2 Effectiveness of the Results

In regard to the effectiveness of aid policies, the implementation system, and the actual implementation of assistance for basic education and post-basic education, many positive results have been achieved. Therefore, we judge the effectiveness in this area is high. In contrast, regarding the effectiveness of assistance measures, implementation system, and actual implementation of assistance for education for peace and security, we judge it to be moderate due to the limited number of projects and assistance in this area in medium- and long-term perspectives. Concerning the degree of implementation and effectiveness of the Policy's guiding principles, we judge the effectiveness in this area to be moderate as the degree of implementation of some principles was rather low. We judge the overall effectiveness of the Policy to be high due to the (i) improvement in the area of basic education in Sub-Saharan Africa, where the achievement of EFA and MDGs is considered to be particularly important, (ii) positive results in the areas of post-basic education and education for peace and security and (iii) high degree of achievement in both the targeted amount of donations and number of beneficiaries, in addition to the evaluation above.

7-2-1 Effectiveness of Assistance Measures, Implementation System, and Actual Implementation of Japan's Assistance for Basic Education, One of the Focus Areas of the Policy

Assistance for the education sector during the period from 2011 to 2014 (the total amount of bilateral and multilateral assistance) was US\$3.62 billion—amount of which US\$3.4 billion was disbursed through bilateral arrangements. The area of basic education received slightly less than 15% of this bilateral assistance. In the area of basic education, 96 projects (46.4% of the projects for basic education) of the 206 projects implemented by JICA were aimed to achieve quality education, while 42 projects (20.3%) and 15 projects (7.2%) were targeted to create safe school environment and improve school management, respectively.

Projects in the area of basic education achieved a number of positive results. In Sub-Saharan Africa, half of Japanese disbursement was used to develop educational facilities and to assist with primary education. As a result, the target goals adopted by TICAD IV—constructing 1,000 schools with 5,500 classrooms and training 100,000 teachers—were both achieved. The models developed by Japan—improving the quality of

education by training mathematics and science teachers and improving school management—have been applied across the world, which has produced positive results.

On the other hand, collaboration with other donors appears to have been left to efforts on the ground, although some progress was made. Very few cases have achieved significant effects on education programs in recipient countries via assistance schemes based on collaboration with other donors. Because Japan's financial contribution to the GPE was reduced, strengthened assistance for GPE was not achieved.

Based on the evaluation above, we judge the effectiveness of assistance measures, implementation system, and actual implementation of Japan's assistance for basic education—which is one of the key areas of the Policy—to be high because projects that combine various schemes in each region achieved many positive results.

7-2-2 Effectiveness of Assistance Measures, Implementation System and Actual Implementation of Japan's Assistance for Post-Basic Education, One of the Focus Areas of the Policy

As of the end of 2014, the amount of bilateral assistance for vocational training was US\$227.8 million (7% of bilateral assistance for the education sector). Meanwhile, US\$1,643.1 million was disbursed for higher education, and most of this was used for projects to assist foreign students. In the area of post-basic education, JICA implemented 135 projects of which 62 projects (45.9% of post-basic education projects) entailed vocational training or technical education and 65 projects (48.1%) involved higher education.

Centers for vocational training were developed in Brazil, Uganda, Senegal, and Vietnam among other countries. These projects—through third-country training or south-south cooperation—contributed to enhancing the capacity-of regional vocational training. However, there is still a need to consolidate (i) assistance to secure employment opportunities for students completing vocational training courses and (ii) policy-level assistance. Regarding the development of higher education networks, positive results have been achieved by AUN/SEED-Net in Asia, and a series of conscious efforts has also been made to consolidate key universities in Asia and Africa. In regard to the acceptance of foreign students in Japan, the number of international students studying in Japan has increased thanks to yen-loan projects, JDS, and the ABE Initiative along with the promotion of the 300,000 Foreign Students Plan. Inter-university exchange programs such as A-A Dialogue have also been in progress.

We judge the effectiveness of Japan's assistance measures, implementation system, and actual implementation in the area of post-basic education—one of the focus areas of the Policy—to be high since a number of positive results was achieved in subsectors such as higher education, vocational training and technical education, and acceptance of foreign students, as described above.

7-2-3 Effectiveness of Assistance Measures, Implementation System and Actual

Implementation of Japan's Assistance for Education for Peace and Security (Education in Conflict and Disaster-Affected Countries), One of the Focus Areas of the Policy

JICA implemented a total of 26 projects aimed at assisting the education sector in countries of conflict, areas of domestic conflict, and post-conflict countries undergoing peacebuilding processes. Moreover, 99 assistance projects in the education sector were implemented under schemes such as the Grant Assistance for Japanese NGO Projects and the Japan Platform of MOFA. Large-scale assistances in collaboration with international organizations were also provided in response to the flood in Myanmar and the earthquake in Nepal. Increase in Japan's contributions within international organizations in the area of basic education reflects the Policy, which endorses assistance for conflict- and disaster-affected countries as one of its focus areas. However, because the overall scale of this kind of assistances such as vocational trainings for former soldiers and domestically-displaced people and assistances to promote empowerment to protect oneself from threats encountered in daily life is small, the number of positive results was limited in these areas.

Considering these evaluations, we judge the effectiveness of assistance measures, implementation system, and actual implementation of Japan's assistance for education for peace and security (education in conflict- and disaster-affected countries) — one of the focus areas of the Policy— to be moderate.

7-2-4 Degree of the Implementation and Effectiveness of the Guiding Principles of the Policy

One of the Policy's principles—"supporting self-help efforts and sustainable development"—has long been emphasized by Japan's ODA schemes and continues to be an important concept for project formulation and implementation. While other principles, i.e. "answering the needs of marginalized populations" and "respecting cultural diversity and promoting mutual understanding" have been taken into consideration in many projects in one way or another, implementation of educational assistance based on either of these two principles is limited. Hence, we judge the implementation and effectiveness of the Policy's guiding principles to be moderate.

7-2-5 Overall Effectiveness of the Policy

As described above, Japan's cooperation schemes in the education sector have generally produced positive expected results. These positive results were produced by the active promotion of the long-held direction of Japan's assistance through the Policy. The presentation of the Policy as an official policy document has facilitated the sharing of the direction for Japan's education cooperation and commitment with various stakeholders both at home and abroad, helping to foster common understanding. The official announcement of the policy document alone, however, is insufficient for broader dissemination of the Policy with sufficient understanding; there is room for improvement regarding the effectiveness of the Policy as a message from the Japanese government. Based on the above evaluation,

we judge the overall effectiveness of the Policy to be high.

7-3 Appropriateness of the Processes

The appropriateness of the policy formulation process scored high because the Policy reflects the opinions of diverse stakeholders based on a series of discussions involving these stakeholders. Regarding the policy implementation process, while its appropriateness is judged to be high due to the actual implementation of approaches designed to enhance the effectiveness of assistance, the processes of participating in the formulation of educational policies and promoting medium- to long-term cooperation can be improved. The policy management process can also be enhanced by, for example, conducting mid-term reviews to ensure a more effective policy implementation. Furthermore, from the outlook of effective input to succeeding policies, the timing of the third-party evaluation in 2015, the final year of the policy period, as stated in the Policy was not ideal. Therefore, the appropriateness of the policy management process was judged to be moderate. In terms of the publication and dissemination of information, it should be pointed out that the Policy is oftentimes unacknowledged by other aid organizations and developing countries. Based on the above evaluation results, we judge the appropriateness of the overall implementation process of the Policy to be moderate.

7-3-1 Appropriateness of the Policy Formulation Process

For the Policy's formulation, a series of meetings to exchange opinions was held, involving MOFA, Ministry of Education, Culture, Science and Technology (MEXT) and other relevant ministries, JICA, academia, NGOs, and international organizations. All those that were involved in this process value the fact that the finalized policy document reflects diverse opinions and views. As the formulation process of the Policy incorporated recommendations made in the education policy evaluation reports featuring BEGIN, etc., we judge the appropriateness of the formulation process to be high.

7-3-2 Appropriateness of the Policy Implementation Process

At the frontline of Japan's cooperation in the education sector, the strategic application of aid resources, strengthening of partnerships, and consolidating the result-oriented approach were actively pursued during the program and project formulation and implementation stages. Japan's comparative advantages were also fully utilized on ground. In contrast, the findings from the questionnaire survey with Japan's diplomatic establishments and the results of the meta evaluation of the terminal evaluation reports for technical cooperation projects indicate that there is room for further improvements in linking education with other development sectors, participating in policy-making processes, and providing medium- to long-term support. Thus, we judge the appropriateness of the policy implementation process to be moderate.

7-3-3 Appropriateness of the Policy Management Process

It is commendable that this third-party evaluation has been commissioned on the basis of the reference to monitoring and evaluation in the Policy. Yet, the mid-term review of the

Policy was not conducted, and this third-party evaluation was conducted in 2015—the final year of the policy period. From the viewpoint of effective input into the succeeding policy, the timing of this third-party evaluation was not ideal: the new education cooperation policy was formulated and publicly announced before the compilation of the report for the third-party evaluation. Although meetings of the Networking and Consultative Committee on International Cooperation in Education have provided opportunities for information sharing, it has not been possible to sufficiently review and discuss the contents and outcomes of assistance. Based on the above, we judge the appropriateness of the policy management process to be moderate.

7-3-4 Appropriateness of the Publication and Dissemination of Information

As the findings of the questionnaire survey with Japan's diplomatic establishments indicate, other aid organizations and developing countries are not necessarily familiar with the Policy. Neither is the level of awareness of the Policy high among Japanese aid-related stakeholders. A higher level of information dissemination could have been achieved if French and Spanish versions of the brochure explaining the Policy had been prepared and distributed. Based on these considerations, we judge the appropriateness of the publication and dissemination of information to be marginal.

7-4 Diplomatic Importance and Impacts

Vis-a-vis diplomatic importance, the Policy has been useful in promoting bilateral exchanges and enhancing friendly relationships. The Policy has also contributed to strengthen Japanese presence in the international community. Thus, we judge the Policy to have “diplomatic importance and impacts.”

7-4-1 Diplomatic Importance

From a political viewpoint, the bilateral relationship between Japan and the recipient countries has been strengthened in the area of basic education through (i) continuous assistance for the construction of quality school buildings and (ii) concentrated input of resources. In the area of post-basic education, the bilateral relationship has been strengthened via establishment of symbolic institutions for bilateral relationships and assistance for capacity building over a long period of time.

From a societal point of view, projects for the teachers' capacity building and improvement of school management have facilitated the sharing of values—such as placing pupils/students and local residents at the center of assistance—between Japan and the recipient countries. In contrast, the number of projects featuring inclusive education and reduction of the gender gap is rather limited, and it is hoped that Japan will make a tangible contribution to the mainstreaming of these types of projects in the future.

7-4-2 Diplomatic Impacts

From a political perspective, Japan has been aiming to establish regional stability through its ODA, including collaboration with international organizations and NGOs, in a number of

conflict-affected countries. In Asian countries where sustainable development is anticipated to take place, collaboration with Japan's industrial sector has become a reality, especially in assistance projects for vocational and technical training and education and for higher education. The quality of Japanese assistance over many years—including assistance for symbolic projects—the declaration of Japan's commitment at international conferences, and the proposal as well as the actual implementation of ESD are believed to enhance Japan's presence in both the recipient countries and the international community. It must be noted, however, that the decrease in financial contribution to the GPE has reduced Japan's presence in the GPE.

Concerning the social aspect, it can be pointed out that recognition of Japan's assistance among the general public in recipient countries has increased as a result of the construction of schools and dispatch of volunteers. At the government level, close communications between Japanese experts and their local counterparts promote understanding and gain the reputation of Japanese nationals. At the school level, the level of recognition and reputation of Japanese nationals has increased due to the volunteers' sincere and hard work

Chapter 8 Recommendations

The following recommendations are put forth to strengthen Japan's cooperation in the education sector through the implementation of the new policy.

8-1 Recommendations for the Formulation and Mainstreaming of Japan's Future Education Cooperation Policy

- (1) Establishing a cooperation system for the formulation and implementation of Japan's future education cooperation policy
 - At the policy-formulation stage, it is crucial to develop a sound cooperation system by actively involving diverse stakeholders. It is also necessary to ask for opinions even after the Policy announcement and to establish a cooperation system for policy implementation.
- (2) Formulating guidelines for policy implementation
 - To implement Japan's future education cooperation policy through an all-Japan approach, it is desirable to formulate guidelines or framework that outline concrete outcomes, objectives, and an action plan. This will ensure that Japan's future education cooperation policy will act as the fundamental document for Japanese stakeholders when implementing assistance in the education sector.
- (3) Placing Japan's future education cooperation policy as a higher policy
 - Japan's future education cooperation policy should be publicized as the fundamental policy with binding power, which must be referred to for the planning and implementation of educational projects. This publicity will enhance a common

understanding on the direction on the ground of education cooperation. Moreover, it is vital to demand verified consistency with Japan's Education Cooperation Policy when the relevance of a program or project is being examined at the time of its formulation and evaluation.

(4) Mainstreaming the concept of inclusion at the time of the project formulation and evaluation

- It is necessary to proceed with the mainstreaming of the Policy's guiding principles such as "answering the needs of marginalized populations" and "respecting cultural diversity and promoting mutual understanding" by consciously affirming these principles at the time of program or project formulation and evaluation.

8-2 Recommendations for the Implementation of Japan's Future Education Cooperation Policy

(1) Building collaborative work systems between policy planning departments and policy implementation departments

- To implement the formulated policy as intended, it is important to clarify the roles and authority of the responsible departments and to develop a system which facilitates effective cooperation with relevant departments.

(2) Capacity building to enhance collaboration with other donors, aid organizations and actors in other sectors

- The education sector in developing countries is related to various issues, such as poverty, the environment, infectious diseases, conflicts, natural disasters. To solve such issues, it is essential to actively respond to the needs of planning and implementing policy dialogue and effective programs so that cross-sectional assistance, collaboration with both domestic and international organizations, and financial assistance can proceed under the leadership of policy-planning and implementing organizations. Capacity building in this area is an urgent challenge.

(3) Effectively disseminating and further strengthening Japan's comparative advantage on practices at the ground-level

- One of the Japan's comparative advantage in education cooperation is its expertise and experience in delivering successful practice on the ground. And it is highly valued in developing countries as a trademark of Japan's ODA; yet, this feature is not necessarily recognized at a global scale. It is essential, hence, to compile a study report on the implementation system, effects, and outcomes of Japanese projects adopting the ground-oriented approach and to also convey the same information to policy planners in developing countries and in the international community.
- Considering the advantages of Japanese education in science and mathematics, lesson study, and school based management, it is hoped that these advantages will be further enhanced through the (i) learning of these advantages from actual practice in

Japan, (ii) sharing of the newly acquired knowledge and (iii) examination of how to fully utilize these advantages of education cooperation on the ground.

(4) Promotion of the Education for Sustainable Development (ESD) to contribute to achievement of the educational goals and SDGs

- By promoting the assistance aimed at achieving the SDGs' educational goals, it is hoped that the contribution of Japan's education cooperation will increase and that the international community's confidence in Japanese assistance in the education sector will amplify. It is believed that further promotion of ESD in which Japan has been playing a leading role will substantially contribute to successful achievements of the SDGs.

(5) Creating synergy effects through skillful use of programs, loans, and assistance through international organizations

- By upgrading a project to a program, elaborating and expanding it geographically, and effectively using ODA loans, it is hoped to achieve greater results of ODA. It is also important to strengthen the capacity for policy dialogue to facilitate effective participation in program-based assistance that is in line with the education sector development plan of the partner country.
- Extensive—as well as intensive—examinations and debates are hoped to take place for the utilization method of assistance via international organizations including the Global Partnership for Education (GPE) so that Japan's education cooperation can produce additional synergy effects.

(6) Implementing more descriptive and carefully planned programs to nurture synergy effects

- As an essential part of cooperation in the education sector, active efforts have been made to develop programs that aim to improve the quality of education and to develop human resources in the industrial sector. However, more careful planning is necessary for the (i) establishment of program objectives and indicators and (ii) timing and target areas of a project so that individual projects can perform better under each program.

(7) Fostering common understandings of and interests towards Japan's education cooperation policy through periodic meetings bringing together wide-ranging stakeholders

- Fostering common understanding and interest in Japan's future education cooperation policy among various stakeholders is important. By hosting periodic meetings, various stakeholders can share information and discuss a wide range of issues related to the cooperation in education sector. The potential invitees to attend these meetings include educational institutions such as universities, primary, secondary schools, and special needs schools; private organizations such as the Japan Federation of Economic Organizations and private enterprises; and relevant government ministries and agencies, aid organizations, international organizations, NGOs, experts in related

fields.

(8) Implementing appropriate assistances to respond to emergency and crisis

- Japan has not excelled in providing appropriate assistance in emergencies, primarily due to the fact that Japanese assistance has to undergo a careful consideration and procedure before its official approval. It is important to devise ways to provide vital assistance in response to the actual needs of recipient countries. One of the way is to include financial assistance via international organizations in an ODA package, as was demonstrated in the recent case of Myanmar.

8-3 Recommendations for the Monitoring and Evaluation of Japan's Future Education Cooperation Policy

(1) Conducting a mid-term review of Japan's future education cooperation policy

- A mid-term review on the progress of education cooperation need to be conducted. Based on the review, it is also necessary to review the framework for its ODA in the education sector and partnership with international organizations when necessary.

(2) Implementing third-party evaluation of Japan's future education cooperation policy at the optimal timing

- For third-party evaluation of the new education cooperation policy, careful consideration should be given to the timing of the new policy's third-party evaluation so that findings of the evaluation can constitute valuable inputs during the formulation stage of the succeeding policy.

(3) Establishing targets and monitoring systems for Japan's future education cooperation policy

- Concerning the setting of targets for the new policy, targets that indicate learning improvement—which is one of the objectives of Japan's cooperation in the education sector—should be set, in addition to numerical targets for inputs and outputs. Timely establishment of a monitoring system that monitors the status of target achievement—including cross-cutting issues that must be considered in any type of assistance—is also vital.

8-4 Recommendations to Enhance the Diplomatic Effects

(1) Effectively disseminating information on Japan's education cooperation policy and its outcomes

- It is important to boost the quality and quantity of the (i) efforts to send out Japan's future education cooperation policy to the international community and the policy planners in developing countries and (ii) discussions with governments of developing countries that are in line with the Policy's guiding philosophy. It is also important to (i) facilitate the dissemination of the policy and (ii) develop common understanding of the Policy contents with Japanese stakeholders.

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- It is expected that positive achievements from education cooperation on the ground will be notified to Japanese diplomats and politicians so that they can effectively and actively refer to them at every diplomatic opportunity. This will contribute to the realization of concrete diplomatic effects of Japanese ODA.