

Third Party Evaluation Report 2019
Ministry of Foreign Affairs of Japan

Evaluation of Japan's ODA for Women's Empowerment

March 2020

Chief Evaluator: Dr. Tatsufumi Yamagata, Professor,
College of Asia Pacific Studies, Ritsumeikan Asia Pacific
University

Advisor: Dr. Yuriko Saito, Researcher,
International Peace Research Institute,
Meiji Gakuin University
Koei Research & Consulting Inc.

Preface

This report, under the title of “Evaluation of Japan’s ODA for Women’s Empowerment”, was undertaken by Koei Research & Consulting Inc. entrusted by the Ministry of Foreign Affairs of Japan (MOFA) in fiscal year 2019.

Since its commencement in 1954, Japan’s Official Development Assistance (ODA) has contributed to development of partner countries and to solving ever-changing global issues. Today, international community acknowledges the necessity to improve ODA’s effectiveness and efficiency. MOFA has been conducting ODA evaluations 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. The evaluations are conducted by third parties to enhance transparency and objectivity.

This evaluation study was conducted with the objectives of: 1) reviewing Japan’s overall policies on assistance in the area of gender equality and women’s empowerment, 2) drawing on lessons from this review to make recommendations for reference in policy planning and its effective and efficient implementation of future assistance in the area of gender equality and women’s empowerment by the Government of Japan, and 3) ensuring accountability by making the evaluation results widely available to the general public.

The Evaluation Team in charge of this evaluation study consisted of a chief evaluator, Dr. Tatsufumi Yamagata, a professor at the College of Asia Pacific Studies, Ritsumeikan Asia Pacific University, and an advisor, Dr. Yuriko Saito, researcher at the International Peace Research Institute, Meiji Gakuin University. Dr. Yamagata, who served as a chief evaluator supervised the entire evaluation process, and Dr. Saito, as an advisor, shared her expertise on the theme, which was indispensable to appropriate surveys and analysis to complete the report. In addition, in the course of this study both in Japan and in Kyrgyz Republic and the Republic of Kenya, we have received support from MOFA, Japan International Cooperation Agency (JICA), and the local ODA Task Force, as well as government agencies, other donors, and non-governmental organizations (NGOs). We would like to take this opportunity to express our sincere gratitude to all those who supported this study.

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

March 2020

Koei Research & Consulting Inc.

Note: This English version is a translation of the Japanese Evaluation Report of “Evaluation of Japan’s ODA for Women’s Empowerment”.

Evaluation of Japan's ODA for Women's Empowerment

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Map of the Kyrgyz Republic



Source : <https://www.un.org/Depts/Cartographic/map/profile/kyrgysta.pdf>

Exchange Rate

U.S. Dollar (USD)	USD 1 = JPY 108.692000
Kyrgyzstani Som (KGS)	KGS 1 = JPY 1.557570

Source : JICA monthly exchange rate (August 2019)

Map of the Republic of Kenya



Source: <https://www.ezilon.com/maps/africa/kenya-road-maps.html>

Exchange Rate

U.S. Dollar (USD)	USD 1 = JPY 108.692000
Kenyan Shilling (KES)	KES 1 = JPY 1.057250

Source: JICA monthly exchange rate (August 2019)

Glossary¹

Term	Definition
Gender	Gender is a socially and culturally constructed sexuality that includes notions of masculinity, femininity, male roles and female roles. Human beings are biologically distinguished as female or male from birth (sex). On the other hand, among social norms and customs, there are images of men and women which were created by society. Such difference is called gender. Gender itself does not contain good or bad values and it is used internationally.
Gender Mainstreaming	<p>Gender mainstreaming is the inclusion of gender perspective in all policies and projects to achieve gender equality in all sectors. Initiative on Gender and Development (GAD) defines 'Gender mainstreaming is a process in which women's and men's development challenges and needs, as well as development impacts on both men and women are clarified throughout the process of policy formulation, project planning, implementation, monitoring and evaluation on the premise that all policies, interventions and projects have different impacts on men and women'.</p> <p>The GAD approach seeks to analyze the causes of gender inequality within the context of relations between women and men and social structure and to change the stereotyped division of labor as well as institutions and systems that bring about gender disparity.</p>
National Machinery	The national machinery is an agency, which advances comprehensive policies for improving the status of women in the society. The Beijing Declaration and Platform for Action, which was adopted by the Fourth World Conference on Women defined as follows: 'A national machinery for the advancement of women is the central policy coordinating unit inside government. Its main task is to support the government-wide mainstreaming of a gender-equality perspective in all policy areas.'

Source: Partly extracted from the website of the Gender Equality Bureau Cabinet Office and Ministry of Foreign Affairs

¹ Gender Equality Bureau Cabinet Office (Glossary)
http://www.gender.go.jp/about_danjo/glossary/glossary.html

CHAPTER 1. Implementation Policies of the Evaluation

【Implementation Structure】

(1) Evaluation Team:

- Chief Evaluator: Dr. Tatsufumi Yamagata, College of Asia Pacific Studies, Ritsumeikan Asia Pacific University
- Advisor: Dr. Yuriko Saito, International Peace Research Institute, Meiji Gakuin University
- Consultant: Koei Research & Consulting Inc.

(2) Target Period of the Evaluation: FY 2013-FY 2018

(3) Period of the Evaluation Study: July 2019-March 2020

(4) Field Survey Country: Kyrgyz Republic and the Republic of Kenya

【Background, Objectives and Scope of the Evaluation】

Japan pledges its commitment to promote women's participation at every phase of the development cooperation and be more proactive in ensuring that women share equitably in the fruits of development, and has been implementing ODA under the policies for gender equality and women's empowerment. The objectives of the evaluation are to obtain lessons and recommendations for formulating and implementing future ODA policies, and to enhance accountability through a comprehensive assessment of Japan's ODA policies for gender equality and women's empowerment.

1-1 Evaluation Background and Objectives

Japan's Official Development Assistance (ODA), a major pillar of Japan's international contribution, is expected to be provided effectively and efficiently both internationally and domestically. Therefore, the Ministry of Foreign Affairs of Japan (MOFA) aims to improve it through the ODA evaluation.

“Development Cooperation Charter” (2015-), a revision of the “ODA Charter”, states Japan will promote women's participation at every phase of the development cooperation and be more proactive in ensuring that women share equitably in the fruits of development. Policies on gender equality and women's empowerment have been established to achieve these charters. The policy formulated under the “ODA Charter” is the “Initiative on Gender and Development (GAD)” (2005-2015), while the policy formulated under the “Development Cooperation Charter” is the “Development Strategy for Gender Equality and Women's Empowerment” (2016-).

This evaluation was conducted to achieve the following objectives:

- ◆ To obtain lessons and recommendations for formulating and implementing future ODA policies through an overall evaluation of Japan's ODA policy and performance in the area of gender equality and women's empowerment

implemented from FY 2013 to 2018.

- ◆ To obtain lessons and recommendations for revising “Development Strategy for Gender Equality and Women’s Empowerment” after 2020.
- ◆ To fulfill accountability for the Japanese public by widely disseminating these evaluation results and to feed the results back to the related governments and other donors.

1-2 Scope of Evaluation

The evaluation target is the “Initiative on GAD” and “Development Strategy for Gender Equality and Women’s Empowerment” and assistance provided under those policies. Specifically, it targets the assistance of the following period and policy priority areas in Chart 1.

Chart 1 Evaluation Period and Assistance Areas

Period	Priority Areas	Pledges
2013 – 2015	(1) Facilitating women’s active role/ participation in society and women’s empowerment (2) Ensuring Japan’s efforts in the area of women’s health care (3) Supporting women’s participation and protecting their rights in the area of peace and security	Over USD 3 billion
2016 – 2018	(1) Promotion of women’s and girls’ rights (2) Building the capacity of women and girls to reach their full potential (3) Advancement of women’s leadership in politics, economy and other public fields	Over USD 3 billion

Source: Prepared by the Evaluation Team based on the MOFA website

The evaluation target includes some projects which started during the targeted period and continued after FY2018. Literature research, as well as interview surveys in both Japan and foreign countries, was conducted in the evaluation. The field survey was conducted in the Kyrgyz Republic (Kyrgyz) and the Republic of Kenya (Kenya), where best practices of the Gender Significant project², which contribute to women’s economic empowerment through the assistance for the local industry and agriculture, are available.

² MOFA and JICA classify the projects based on the gender equality policy marker of OECD-DAC. Classification and its definition are as follows:

(1) Gender Informed (Principal) project (GI(P): “Gender Principal project” in this report):

(a) Gender Equality Projects: The project aims to support government capacity, policy and institutional development for gender mainstreaming.

(b) Projects Targeting Women: The project primarily aims to empower and protect women including the poor, ethnic minorities/indigenous refugees, and girls.

(2) Gender Informed (Significant) project (GI(S): “Gender Significant project” in this report):

While the project itself is not explicitly aimed at gender equality and women’s empowerment, it includes specific activities that contribute to such issues.

Source: JICA Office for Gender Equality and Poverty Reduction, Economic Infrastructure Department

1-3 Evaluation Framework

Prior to the evaluation, the Evaluation Team sorted out the policies for gender equality and women's empowerment and relevance to their high-level policies and priority areas.

After that, the team sorted out the policy objectives for gender equality and women's empowerment based on MOFA's "ODA Evaluation Guidelines 12th Edition" (June 2019), then evaluated from development viewpoints

(relevance of policies, effectiveness of results and appropriateness of processes) and diplomatic viewpoints (diplomatic importance and diplomatic impact). Key evaluation criteria are shown in Chart 2.

Chart 2 Overview of Evaluation Framework

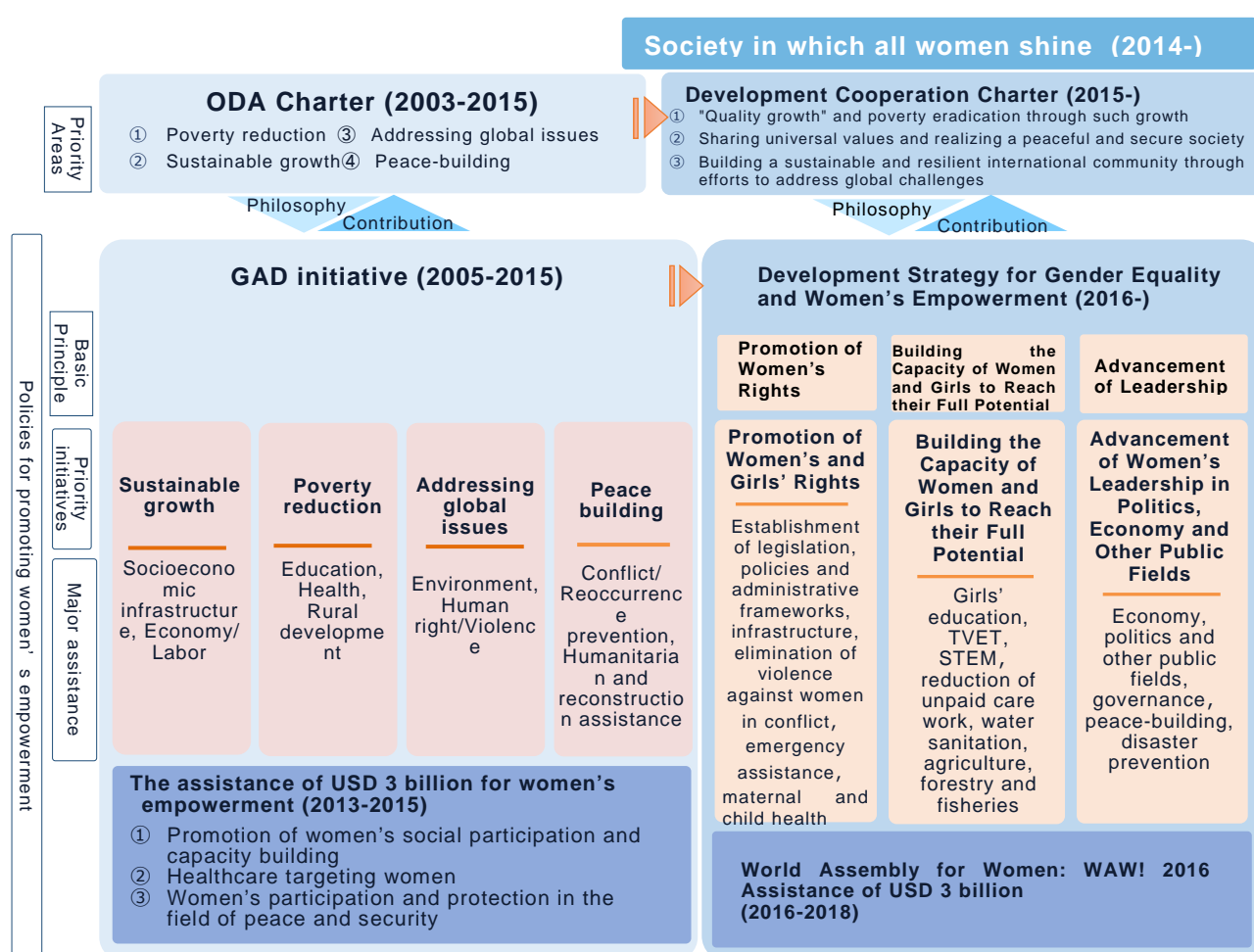
Evaluation from Development Viewpoints	Relevance of Policies	1. Consistency with international assistance trends 2. Consistency with Japan's high-level development policies and relevant policies 3. Consistency with development needs of recipient countries 4. Japan's advantages
	Effectiveness of Results	1. Japan's ODA disbursements (Input) 2. Outputs made by inputs (Output) 3. Short-term, mid-term and long-term effects on priority areas of policies (Outcome)
	Appropriateness of Processes	1. A policy formulation process 2. ODA implementation process based on policies 3. Monitoring and evaluation 4. Partner coordination 5. Information disclosure and public relations
Evaluation from Diplomatic Viewpoints	The Diplomatic Importance	Bilateral and multilateral diplomatic importance
	The Diplomatic Impact	Bilateral and multilateral diplomatic impacts and contribution to national interests of Japan

Source: Prepared by the Evaluation Team

(1) Summarizing Policy Objectives for Gender Equality and Women's Empowerment

To grasp the relationships and priority areas of policies for gender equality and women's empowerment and high-level policies such as Japan's "ODA Charter" and "Development Cooperation Charter", the Evaluation Team reviewed relevant policies during the target period of this evaluation and summarized the result in the objective framework as shown in Chart 3.

Chart 3 Objective Framework



Source: Prepared by the Evaluation Team

(2) Development Viewpoints

(a) Relevance of Policies

The Evaluation Team evaluated whether target policies are consistent with international assistance trends, Japan's high-level development policies (Japan's "ODA Charter" and "Development Cooperation Charter") and relevant policies and development needs of recipient countries. Moreover, the team evaluated whether the policies show a cooperation principle which leverages Japan's advantages.

(b) Effectiveness of Results

The Evaluation Team evaluated the short-term, medium-term and long-term effects on priority areas of policies by analyzing Japan's ODA disbursements, which were made based on target policies of this evaluation and their outputs. Upon evaluation, the team tried utmost to verify contribution by quantitative data; however, it was difficult to obtain a part of the past data. In such cases, the team evaluated utilizing qualitative data.

(c) Appropriateness of Processes

The Evaluation Team evaluated the appropriateness of a policy formulation process, ODA implementation process, monitoring and evaluation, donor coordination, and public relations and information disclosure.

(3) Diplomatic Viewpoints

To provide the public with information on how much contribution was made by ODA to the national interest of Japan, diplomatic importance and diplomatic impact (bilateral and multilateral diplomatic importance and impacts) were qualitatively evaluated by the team.

(4) Ratings of Evaluation Results

In accordance with the “ODA Evaluation Guidelines (12th Edition)”, relevance of policies, effectiveness of results and appropriateness of processes were rated, respectively³. Since there are many external factors in diplomatic outcome, and it is often difficult to determine the direct causality between facts obtained by this evaluation survey and evaluation results, ratings were not made for diplomatic viewpoints. The team examined diplomatic outcome following the description of “objectives of ‘evaluation from diplomatic viewpoints’” and “contents of ‘national interests’” stated in the “ODA Evaluation Guidelines (12th Edition)”.

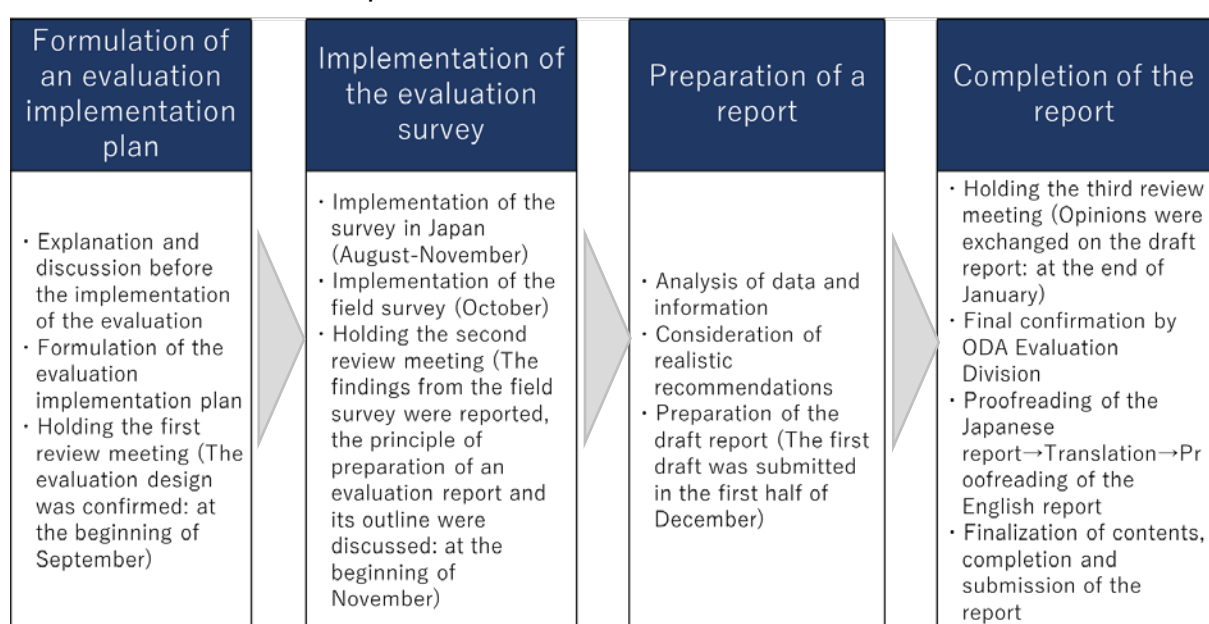
1-4 Evaluation Procedures and Methodology

The evaluation procedure of this evaluation is shown in Chart 4. The Evaluation Team analyzed and evaluated the evaluation target based on findings of the literature research and interviews in Japan, a questionnaire survey to Japan’s overseas establishments⁴ and the field survey in Kyrgyz and Kenya.

³ Ratings in this evaluation are as follows; A. Highly Satisfactory (When all questions have highly satisfactory results.); B. Satisfactory (When most questions have highly satisfactory results.); C. Partially Unsatisfactory (When some questions have highly satisfactory results though there are some issues to be solved.); D. Unsatisfactory (When most questions do not have satisfactory results.). Details are shown in the supplementary volume.

⁴ The questionnaire survey targeted Japan’s overseas establishments in 99 countries. Total 75 establishments (Asia 13, Pacific 7, Latin America 19, Europe 7, Middle East 3, Africa 26) responded.

Chart 4 Implementation Procedures of this Evaluation



Source: Prepared by the Evaluation Team

1-5 Evaluation Team

This evaluation was conducted by the Evaluation Team members as shown below.

Chief Evaluator Tatsufumi YAMAGATA Professor, College of Asia Pacific Studies, Ritsumeikan Asia Pacific University

Advisor	Yuriko SAITO	Researcher, International Peace Research Institute, Meiji Gakuin University
Consultant	Mariko IKAWA	Koei Research & Consulting Inc.
	Masafumi IKENO	Koei Research & Consulting Inc.
	Utako MORITA	Koei Research & Consulting Inc.
	Reimi KOBAYASHI	Koei Research & Consulting Inc.

Ms. Junko Masuda, an Economic Development Researcher from the ODA Evaluation Division, Minister's Secretariat of the Ministry of Foreign Affairs of Japan participated in some interviews in Japan and in the field survey as an observer.

Chapter 2 Outline of Evaluation Target

2-1 International Trends on Promotion of Gender Equality and Women's Empowerment

2-1-1 Discussions at G7 and G20 Summit and International Framework on Gender Equality and Women's Empowerment

The momentum towards the promotion of gender equality and women's empowerment arose in recent years. Major issues related to gender equality and women's empowerment, which were discussed from the G8 Lough Erne Summit in 2013 to the G7 Biarritz Summit in 2019 are: (1) promotion of girls'⁵ and women's access to inclusive, equitable and quality education (especially Science, Technology, Engineering and Mathematics (STEM)) and technical and vocational education and training; (2) redress of gender disparities in labor force participation and wage; and (3) prevention and response to all forms of gender-based violence.

Promotion of women's empowerment was addressed at the G20 Hamburg Summit in 2017. Major issues related to gender equality and women's empowerment which were discussed up to G20 Osaka Summit in 2019 are: (1) reduction of gender disparities in labor force participation and wage, as well as, the promotion of proportion of women in managerial posts; (2) elimination of discrimination and violence against women and girls; (3) promotion of inclusion, equity, and access of women to quality education and training (including ICT and STEM); and (4) establishment and promotion of Women Entrepreneurs Finance Initiative (We-Fi).

Women 20 (W20), which was established in 2015 as one of the official engagement groups of G20, discusses women's access to governance, employment, entrepreneurship, digitalization and finance and the redress of gender disparities⁶.

G7, G20 and W20 raise the promotion of women's access to education and training including ICT and STEM, the redress of gender disparities on employment, the support of women's entrepreneurship and the elimination of discrimination and violence against women and girls in common.

Regarding the international framework on the promotion of gender equality and women's empowerment, Japan ratified the "Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)⁷" and supports the

⁵ The word "Joji", Japanese translation of "girls" gives an impression of "small children". However, it is "adolescent girls" who are suffering. Therefore, there are opinions that young girls or young women should be used. (Based on interviews with the expert)

⁶ Women 20 Germany <http://www.w20-germany.org/the-w20/documents/>

⁷ The convention, which defines 'discrimination against women' and requests ratified countries to adopt

“United Nations Security Council Resolution 1325 (UNSCR 1325) ⁸” and “Preventing Sexual Violence Initiative (PSVI) ⁹”.

2-1-2 Trends of Other Donor Agencies on Promotion of Gender Equality and Women’s Empowerment

The World Bank (WB), Asian Development Bank (ADB), UN Women, United Nations Development Programme (UNDP), Swedish International Development Cooperation Agency (SIDA), Global Affairs Canada (GAC), *Deutsche Gesellschaft für Internationale Zusammenarbeit* (GIZ), and the United States Agency for International Development (USAID) are major donor agencies in the area of gender equality and women’s empowerment. Priority issues in their gender policies, their implementation systems and achievements in gender equality and women’s empowerment are shown in Chart 5.

Chart 5 Characteristics of Major Donor Agencies

Aspect	Characteristics
Priority issues	<ul style="list-style-type: none"> • Redress of gender disparities in education and health (WB, GAC, GIZ, USAID) • Reduction of women’s unpaid care work, household work (WB, ADB, UNDP) • Increment of women’s quality paid work, economic self-reliance (WB, UN Women, GAC, GIZ, USAID) • Strengthening women’s decision-making power and promotion of women’s participation in all levels of decision-making (WB, UN Women, UNDP, GIZ, USAID) • Prevention and response to Gender-based Violence (GBV) (UN Women, UNDP, SIDA, GAC, GIZ, USAID) • Women and girls’ contribution to sustainable peace and resilience, benefits received by women and girls from the disaster risk reduction and conflict prevention (UN Women, UNDP, GAC, GIZ) • Promotion of full enjoyment of human rights by all women and girls (SIDA, GAC) • Environment and climate change (GAC, GIZ) • Increment of access and utilization of sex-disaggregated data and gender equality research (SIDA)
Implementation systems to promote gender equality and women’s empowerment	<p>【Strategies and Plans】</p> <ul style="list-style-type: none"> • Inclusion of gender perspective into country strategies (WB) • Making it compulsory to develop gender action plans (ADB) • Monitoring implementation status of gender equality strategy and publishing annual reports (UNDP, USAID) <p>【Officers in Charge of Gender】</p> <ul style="list-style-type: none"> • Placement of Gender Officers (who are also in charge of other tasks) for projects, countries, regions and the whole organization (GIZ)

the appropriate measures required for the elimination of political, public, economic and social discrimination. It was adopted by the 34th General Assembly in 1979 and entered into force in 1981. (MOFA’s website: <https://www.mofa.go.jp/mofaj/gaiko/josi/index.html>)

⁸ The first United Nations Security Council Resolution specifically connected to issues of women and peace & security, which was adopted in 2000. (MOFA’s website: https://www.mofa.go.jp/mofaj/fp/pc/page1w_000128.html)

⁹ The initiative which was launched in 2012 for preventing sexual violence and punishing criminals in conflicts (MOFA’s website: https://www.mofa.go.jp/mofaj/fp/pc/page1w_000129.html)

	<ul style="list-style-type: none"> • Placement of full-time Gender Officers in countries whose budgets are above a certain amount (USAID) • Placement of Gender and Development Officers at 5 regional departments (ADB) <p>【Recruitment and Training of Staff】</p> <ul style="list-style-type: none"> • Inclusion of gender perspective in staff recruitment and personnel evaluation (UNDP) • Holding staff training on gender and development every year (ADB) • Making staff's gender training obligatory (UNDP, USAID) <p>【Gender Analysis and Screening】</p> <ul style="list-style-type: none"> • Gender screening to all projects (UNDP) • Making gender analysis compulsory (ADB, SIDA, GAC, GIZ, USAID) <p>【Budgets】</p> <ul style="list-style-type: none"> • Making it compulsory to allocate at least 50% of each project's budget to gender activities (UNDP) <p>【Indicators】</p> <ul style="list-style-type: none"> • Recommending inclusion of gender-sensitive, sex and age-disaggregated indicators to project monitoring framework (GAC, USAID) <p>【Quality】</p> <ul style="list-style-type: none"> • Upgrading outputs and objectives from 'equal numbers of men and women (50/50) (Gender targeted)' to 'proposing different needs of men and women and equal distribution of benefits, resources, position and rights (Gender-responsive)' and 'transformation of the norm, cultural value, power structure and the source of gender disparity and discrimination (Gender transformative)' (UN Women, WB, UNDP, GAC, USAID, <i>Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung</i> (BMZ))
Achievements	<ul style="list-style-type: none"> • Promotion of institutional gender equality (WB, UN Women, UNDP, GIZ) • Increment of the number of Gender Informed (Principal) projects (ADB, SIDA) • In 2017-2018, 90% of bilateral aid disbursements were either for Gender Principal projects or for Gender Significant projects. (GAC) • In 2016, 87% of bilateral aid disbursements were either for Gender Principal projects or for Gender Significant projects. (SIDA)

Source: Prepared by the Evaluation Team based on donor agencies' strategies and reports

2-2 Japan's Initiatives for Promotion of Gender Equality and Women's Empowerment

2-2-1 Initiatives for Promoting Gender Equality and Women's Empowerment in Japan's High-Level Policies on ODA

The Government of Japan revised the "ODA Charter" for the first time in 12 years in February 2015 and renamed it as the "Development Cooperation Charter".

Initiatives to promote gender equality and women's empowerment are described in several sections of the "Development Cooperation Charter".

Chart 6: Initiatives for Promoting Gender Equality and Women's Empowerment
Described in the Development Cooperation Charter

Section		Initiatives for Promoting Gender Equality and Women's Empowerment
Basic Policies	Promoting human security	<ul style="list-style-type: none"> • Provide assistance for women's protection and empowerment • Proactively contribute to promoting basic human rights, including women's rights.
Priority Areas	Quality growth and poverty eradication	<ul style="list-style-type: none"> • Empowerment of women
	Sharing universal values and realizing a peaceful and secure society	<ul style="list-style-type: none"> • Respect for basic human rights including women's rights • Protection and participation of women and socially vulnerable people in peacebuilding and security assurance
Implementation Principles	Principles for securing the appropriateness of development cooperation	<ul style="list-style-type: none"> • Promoting women's participation: encourage the participation of women at every phase of development cooperation and be more proactive in ensuring that women share equitably in the fruits of development

Source: Prepared by the Evaluation Team based on the Development Cooperation Charter (2015)

2-2-2 ODA Policies for Gender Equality and Women's Empowerment

ODA policies for gender equality and women's empowerment during the period covered by this evaluation are the "Initiative on GAD" and the "Development Strategy for Gender Equality and Women's Empowerment". Both policies cover wide range of issues as the focus area. Chart 7 summarizes the two policies.

Chart 7 Summary of "Initiative on GAD" and "Development Strategy for Gender Equality and Women's Empowerment"

Section	Initiative on GAD	Development Strategy for Gender Equality and Women's Empowerment
Vision (Development Strategy for Gender Equality and Women's Empowerment)	Gender disparity has been significantly reduced in social, economic and political aspects in the 1990s. At the same time, however, there has been a growing need for addressing global issues that negatively affect women and children in particular, for example, conflicts, terrorism, generation of refugees, spread of infectious diseases including HIV/AIDS, human trafficking in persons, large-scale natural disasters and environmental problems. Furthermore, since gender inequality still persists, it is recognized that promoting gender equality and women's empowerment as well as undertaking activities with gender perspective are crucial. It is important to incorporate gender equality	<ul style="list-style-type: none"> • Japan considers women as agents of change in development and society. Japan will position women's participation in decision-making processes and their empowerment as priorities to be considered, thereby accelerating gender mainstreaming in development. • Based on the awareness of power of women as the greatest potential for growth, Japan will build a mechanism for reducing and redistributing disproportionate burdens of unpaid care work such as child rearing and nursing care. • Japan will endeavor to increase awareness about gender equality among men in general and decision makers in local communities as well

	perspective into all the development policies including those not directly targeted at women.	as among influential people and accelerate the transformation of social structure. Japan intends to improve the environment, which enable women to pursue their possibilities freely, promote quality growth and poverty eradication through such growth, and also contribute to creating “a society where all women shine” • Japan will play a leading role in the international community in areas such as structural reformation and mind-set for growth against increasingly diversified and multifaceted development challenges.
Priority Areas	<ul style="list-style-type: none"> • Poverty reduction • Sustainable growth • Addressing global issues • Peacebuilding 	<ul style="list-style-type: none"> • Promotion of women's rights • Building the capacity of women and girls to reach their full potential • Advancement of leadership in such as political, economic and governance
Approaches	<ul style="list-style-type: none"> • Strengthening integration of gender equality perspective in ODA policies • Strengthening gender analysis and promoting women's participation • Assistance for policies and institutions that promote gender equality • Strengthening cooperation with the international community and NGOs • Organizational and institutional capacity building** 	<ul style="list-style-type: none"> • Diversity and socio-culturally sensitive approach through dialogue and collaboration • Further gender mainstreaming in projects and organizations** • Building high-impact partnerships
Details of Approaches for Gender Mainstreaming in an Organization (** marked points in approaches)	In order to implement this initiative, actions will be taken to raise awareness regarding gender-related issues among Japan's development practitioners and to strengthen institutional capacity. For this purpose, gender training to staff in ODA-related ministries and agencies as well as to development practitioners will be strengthened and gender focal point will be designated at ODA-related sections to promote gender mainstreaming	In 2005, the MOFA established the system of “ODA Gender Officer” both in its headquarters and embassies in ODA-recipient countries and has endeavored to carry out all projects in an effective manner from a gender equality perspective. Japan will further make efforts for raising awareness of gender equality of all parties engaging in ODA by fully utilizing the ODA Gender Officer system.

Source: Prepared by the Evaluation Team based on the Initiative on GAD (2005) and Development Strategy for Gender Equality and Women's Empowerment (2015)

2-2-3 Japan's Commitment to Promotion of Gender Equality and Women's Empowerment

Prime Minister Abe stated that Japan would work as a leading member of the international community to realize a society in which women shine, in his speech at the United Nations General Assembly in 2013. At this occasion, he announced

to pledge more than USD 3 billion for promotion of gender equality and women's empowerment in three years from 2013.

The chart below summarizes Japan's pledges for assistance and priority areas announced between 2013 till 2016¹⁰.

Chart 8 Japan's Pledges for Promotion of Gender Equality and Women's Empowerment (2013-2018)

Occasion	Pledges, Period and Focus Areas
Address by Prime Minister Abe at the 68th Session of the United Nations General Assembly in 2013 ¹¹	<u>Pledge and Period:</u> USD 3 billion (2013-2015) <u>Priority Areas:</u> Facilitating women's active role/ participation in the society and women's empowerment Ensuring Japan's efforts in the area of women's health care Supporting women's participation and protecting their rights in the area of peace and security
2nd World Assembly for Women in 2015 ¹²	<u>Pledge and Period:</u> JPY 42 billion (2015-2017) <u>Priority Areas:</u> Women and girls' quality education
G7 Ise-Shima Summit in 2016 ¹³	<u>Pledge and Period:</u> Train approximately 5,000 female administrative officers and improve the education environment for approximately 50,000 female students (2016-2018) <u>Priority Areas:</u> In line with the "Development Strategy for Gender Equality and Women's Empowerment"
3rd World Assembly for Women in 2016 ¹⁴	<u>Pledge and Period:</u> USD 3 billion (2016 - 2018) <u>Priority Areas:</u> In line with the "Development Strategy for Gender Equality and Women's Empowerment"

Source: Prepared by the Evaluation Team based on the information available on MOFA and the Prime Minister and His Cabinet website

Chapter 3 Evaluation Results

3-1 Evaluation from Development Viewpoints

<p>【Outlines of Evaluation Results】(Evaluation from Development Viewpoints)</p> <p>(1) Relevance of Policies: A. Highly Satisfactory</p> <ul style="list-style-type: none"> Evaluation criteria: (1) consistency with international assistance trends, (2) consistency with Japan's high-level ODA policies and relevant policies, (3) consistency with development needs of recipient countries, (4) Japan's advantages
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¹⁰ These pledges did not involve additional resource allocation to overall ODA budget.

¹¹ Prime Minister of Japan and His Cabinet Website "Address by Prime Minister Abe at the 68th session of the United Nations General Assembly"
https://japan.kantei.go.jp/96_abe/statement/201309/26generaldebate_e.html

¹² Prime Minister of Japan and His Cabinet Website "Opening Speech by Prime Minister Shinzo Abe at the Open Forum, World Assembly for Women in Tokyo: WAW! 2015"
<https://www.mofa.go.jp/mofaj/files/000096923.pdf>

¹³ MOFA website, "Japan's Initiatives toward G7 Ise-Shima Summit"
<https://www.mofa.go.jp/files/000158507.pdf>

¹⁴ MOFA website, "World Assembly for Women: WAW! 2016 Public Forum"
https://www.mofa.go.jp/fp/hr_ha/page3e_000637.html

- Rationale: High Consistency was confirmed at all evaluation criteria. Regarding (1), target policies are consistent with international development goals such as MDGs and SDGs and relevant to other donor agencies' policies. In terms of (2), they are consistent with Japan's high-level policies such as ODA Charter and Development Cooperation Charter and the initiatives related to other development issues. As for (3), they are consistent with remaining issues of MDGs and SDGs and needs of field study countries. Concerning (4), they reflect Japan's advantages such as disaster prevention.

(2) Effectiveness of Results: A. Highly Satisfactory

- Evaluation criteria: (1) Japan's ODA disbursements (Input), (2) Outputs made by inputs (Output), (3) Short-, medium- and long-term effects on priority areas of policies (Outcome)
- Rationale: High effectiveness was confirmed at all evaluation criteria. In terms of (1), disbursements of gender-responsive projects and their proportion of disbursements in the whole ODA amount increased. Concerning (2), the amount of assistance and the number of beneficiaries committed under policies were achieved. Regarding (3), outcome towards priority areas of policies and contribution to recipient countries' development needs were observed. However, it is required to consider unrecorded impacts and limitation of published information.

(3) Appropriateness of Processes: B. Satisfactory

- Evaluation criteria: (1) A policy formulation process, (2) ODA implementation process, (3) Monitoring and evaluation, (4) Donor coordination, (5) Public relations and information disclosure
- Rationale: While the appropriateness of (1), (2), (4) is high, there is some room for improvement in (3) and (5). Regarding (1), MOFA organized meetings with experts in the gender field and thus had opportunities to exchange opinions. Therefore, policy formulation process was appropriate. As for (2), although clear implementation policies and additional measures on human resources and budgets are necessary to implement more effective ODA, appropriateness was confirmed on reflection of ODA policy to country specific ODA policies, and ODA implementation structure and process. In terms of (3), monitoring is conducted regularly, however, concrete goals and indicators are not set. Therefore, there are some issues for effective monitoring. Concerning (4), collaboration with other donor agencies was confirmed. Respecting (5), active public relations inside and outside of Japan was confirmed, however, public relations for gender-responsive projects in recipient countries should be strengthened.

3-1-1 Relevance of Policies

In this section, the relevance of Japan's ODA policies for gender equality and women's empowerment from 2013 to 2018 is examined. The relevance of Japan's policies is examined and evaluated from perspectives of (1) consistency with international assistance trends, (2) consistency with Japan's high-level development policies and relevant policies, (3) consistency with development

needs of recipient countries, and (4) Japan's advantages.

(1) Consistency with International Assistance Trends

(a) Consistency with MDGs and SDGs

The Millennium Development Goals (MDGs), which targeted to be achieved by 2015 and Sustainable Development Goals (SDGs), which target to be achieved by 2030 have the following goals related to gender equality and women's empowerment. Japan's policies include attempts to tackle the challenges raised in these goals, and therefore they are consistent with MDGs and SDGs.

MDGs consisting of 8 goals and 21 targets aimed at poverty reduction in developing countries from 1990 to 2015. Goal 3 is 'Promote gender equality and empower women' which targeted to eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015.

SDGs stated in "Transforming our World: the 2030 Agenda for Sustainable Development" which was adopted by the United Nations Summit in 2015 was international development goals from 2016 to 2030. SDGs consisting of 17 goals and 169 targets aimed at realizing the society where all people will shine and the development which leaves no one behind. Gender equality and women's empowerment are important perspectives to achieve all goals. The goal which places gender equality as the core problem is "Goal 5. Achieve gender equality and empower all women and girls". Goal 5 sets the following targets: End all forms of discrimination against all women and girls everywhere; Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation; Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation (FGM); Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate; Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life, and so on. Also "Goal 17. Strengthen the means of implementation and revitalize the Global Partnership for Sustainable Development¹⁵" includes the target related to the budgets for development assistance. Therefore, this goal draws attention in terms of increment of budgets for promoting gender equality.

¹⁵ UN Women website: <https://japan.unwomen.org/ja/news-and-events/in-focus/sdgs/sdg17>

(b) Harmonization with International Trends Observing from Other Donors' Assistance Policies

As it has been already described in 2-1-2 Trends of Other Donor Agencies on Promotion of Gender Equality and Women's Empowerment, major donor agencies in gender equality and women's empowerment place the issues in Chart 5 as priorities in their assistance policies. Priority areas in Japan's ODA policy "Development Strategy for Gender Equality and Women's Empowerment" are harmonized with other donor agencies'¹⁶; therefore, it can be said that Japan's ODA policy conforms to international trends.

(2) Consistency with the High-Level ODA Policies and Other Related ODA Policies

(a) Consistency with the ODA Charter and Development Cooperation Charter

The "Initiative on GAD" states, Japan will actively address the priority areas stipulated in the "ODA Charter" and the "Medium-Term Policy on ODA" bearing in mind that gender is a cross-sectoral issue". This clearly shows its coherence to the ODA Charter which also emphasizes the importance of gender equality.

The "Development Strategy for Gender Equity and Women's Empowerment" envisions "quality growth and poverty eradication through such growth" and states that Japan will play a leading role in structural reformation and mind-set for growth, based on the recognition of power of women as the greatest potential for growth. These vision statements are consistent with the philosophy of the "Development Cooperation Charter".

(b) Consistency with Initiatives for Other Sectors

Since the ODA policies for gender equality and women's empowerment require cross-sectoral efforts, the Evaluation Team reviewed the initiatives concerning other development issues to confirm consistency by knowing how gender aspects are integrated in these initiatives.

It is found that the initiatives concerning other sectors (peacebuilding, disaster prevention, health, education, economics, etc.) also integrate measures for promoting gender equality and women's empowerment¹⁷. It is expected that execution of these initiatives would contribute to promote implementation of ODA

¹⁶ "Development Strategy for Gender Equality and Women's Empowerment" covers all priority issues in Chart 5 except environment and climate change.

¹⁷ MOFA website "Gender (ODA) Japan's Initiatives and MOFA's initiatives" (Japanese only)

<https://www.mofa.go.jp/mofaj/gaiko/oda/bunya/gender/initiative.html>

Additional note: "G20 Principles for Quality Infrastructure Investment", integrating the gender equality and women's empowerment aspect was declared at the G20 Osaka Summit in 2019.

policies for gender equality and women's empowerment, and thus confirmed high consistency. Below Chart 9 explains the key gender aspects of the reviewed initiatives adopted in Japan.

Chart 9 Integration of Gender Aspects in the Initiatives Concerning Other Development Issues

Initiatives Concerning Other Development Issues and Year of Adoption		Integration of Gender Aspects
Preventing Sexual Violence in Conflict Initiative (PSVI)	2013	An initiative adopted to strengthen international efforts to prevent sexual violence especially under conflict affected situation. Japan is a strong supporter of this initiative.
Natural Disaster and Gender	2014	Japan submitted a resolution to the UN Commission on the Status of Women, pointing out the vulnerability and the special needs of women in every phase of disasters, as well the importance of women's participating in decision-making.
Sendai Framework for Disaster Risk Reduction 2015-2030	2015	The framework was adopted at the Third United Nations World Conference on Disaster Risk Reduction in 2015. It stresses on the importance of women's capacity building and participation in decision making.
UN Security Council Resolution (UNSCR) 1325 -National Action Plan	2015	Japan's National Action Plan for the UNSCR 1325, which is the landmark resolution to recognize gender aspects in peace and security.
Basic Design for Peace and Health (Global Health Cooperation)	2015	Japan's sectoral development policy (health), which states "Japan will continue to place emphasis on health assistance that targets women in particular".
Learning Strategy for Peace and Growth	2015	Japan's sectoral development policy (education), which put women and girl's education (addressing gender disparities in education) as a focus area.
Women Entrepreneurs Finance Initiative (We-Fi)	2017	Financial initiative for women entrepreneurs and managers of small and medium enterprises in developing countries to overcome barriers such as access to funds and legal systems. Japan is one of the top contributors for this initiative.

Source: Prepared by the Evaluation Team based on the above initiatives

(3) Consistency with Development Needs of Recipient Countries

(a) Consistency with Development Needs of Recipient Countries in Gender Indicators

This section reviews the achievement of MDGs and SDGs indicators related to gender equality and women's empowerment to examine needs in developing countries and assess progress of development. The results are used to evaluate consistency between Japan's ODA policies and needs of recipient countries.

Remaining challenges pointed out in MDGs and SDGs are shown in the chart below.

Chart 10 Challenges in Gender Equality and Women's Empowerment in International Development Goals

International Development Goals	Progress and Remaining Challenges
MDGs	<ul style="list-style-type: none"> • Gender disparity in private and public decision-making such as the average proportion of women in parliament is only one in five members. • Discrimination in employment opportunities, resources, and public and private decision-making. • The tendency of which women are more likely to live in poverty than men.
SDGs	<ul style="list-style-type: none"> • Continuation of GBV, FGM and child marriage • Inadequate cookstoves, water, sanitation and transportation increase women's burdens. Since women spend 3 times more hours a day than men in unpaid caregiving and domestic chores, they have less time for paid work, education and leisure, further reinforcing their socioeconomic disadvantage. • Women's representation in national parliaments in 2017 was 23.5% in average (averaging 21.9% in developing countries). Gender disparity in decision-making agencies continued. In countries which adopted legislated gender quotas, significantly higher proportions of women were elected. • Women represent 39% of the world workforce in 2018. However, the proportion of women in managerial positions is 27% in the world (12% in North Africa and West Asia and 14% in Central and South Asia), which is a lower percentage than that of the workforce. • The number of countries which introduce gender budgeting¹⁸ is limited. For instance, the proportion of countries with systems to track gender equality budgeting allocations, which fully met the requirements was only 11% in Sub-Saharan Africa and Latin America and the Caribbean.

Source: Prepared by the Evaluation Team based on United Nations (UN) (2015) "The Millennium Development Goals Report 2015", UN (2019) "The Sustainable Development Goals Report 2019", and UNDP (2018) "Human Development Indices and Indicators 2018 Statistical Update"

Japan's "Development Strategy for Gender Equality and Women's Empowerment" shows policies responding to all the above challenges except promoting women's position in workforce and gender budgeting. Therefore, Japan's policy is consistent with the needs of recipient countries.

(b) Consistency with the Needs of Field Study Countries

Consistency between Japan's assistance and development strategies and development needs on gender equality and women's empowerment in field study countries, namely, Kyrgyz and Kenya, is described below.

(i) Kyrgyz

As shown in Chart 11, Japan's ODA policies and Kyrgyz's development strategies and development needs on gender equality and women's

¹⁸ Gender budgeting is the attempt to connect political and legal requirements for gender equality to the budget allocation.

empowerment are consistent.

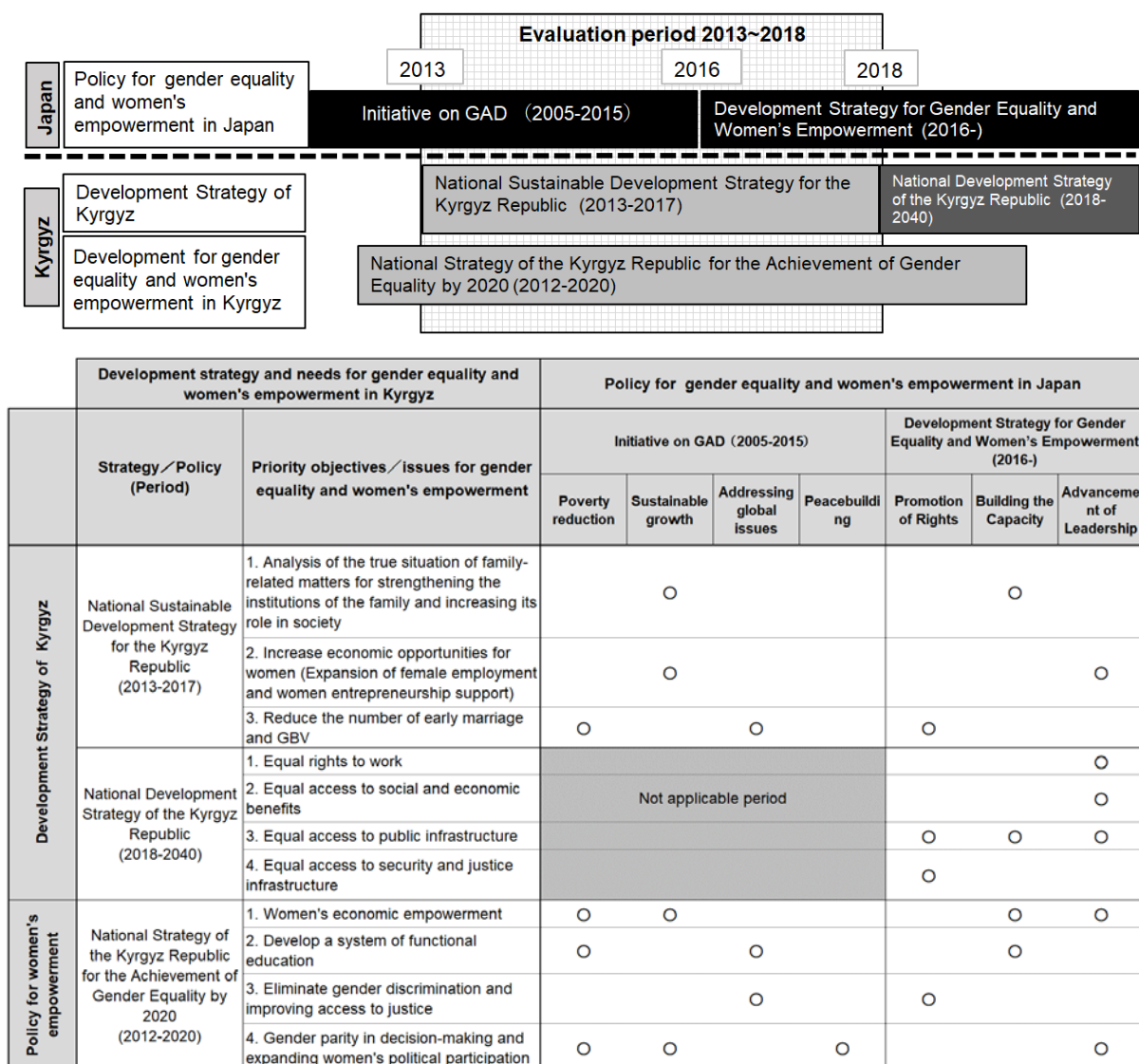
The “National Sustainable Development Strategy for the Kyrgyz Republic (2013-2017)”¹⁹ clearly states that Kyrgyz government would implement comprehensive policies on the increment of women’s economic opportunities and family support prioritizing 3 priority objectives shown in Chart 11 based on the principle of human rights and gender equality. The “National Development Strategy of the Kyrgyz Republic” (2018-2040)²⁰ advocates necessity of improvement of 4 issues in Chart 11, (equal rights to work, equal access to social and economic benefits, equal access to public infrastructure, and equal access to security and justice infrastructure) through gender mainstreaming in all development sectors. Moreover, the “National Strategy of the Kyrgyz Republic for the Achievement of Gender Equality by 2020” (2012-2020)²¹ was developed. These development strategies and development needs in Kyrgyz and priority areas of Japan’s assistance on gender equality and women’s empowerment are consistent.

¹⁹ National Council for Sustainable Development of the Kyrgyz Republic (2013) “National Sustainable Development Strategy for the Kyrgyz Republic”

²⁰ National Council for Sustainable Development of the Kyrgyz Republic (2018) “National Development Strategy of the Kyrgyz Republic”

²¹ The Resolution of the Government of Kyrgyz Republic (2012) “National Strategy of the Kyrgyz Republic for the Achievement of Gender Equality by 2020”

Chart 11 Consistency between Kyrgyz's Development Strategies and Policies for Gender Equality and Women's Empowerment and Japan's Assistance



Note1: Priority areas of the "Development Strategy for Gender Equality and Women's Empowerment" are 1) Promotion of women's and girls' rights, 2) Building the capacity of women and girls to reach their full potential, and 3) Advancement of women's leadership in politics, economy, and other public fields.

Note 2: The basic approach of "Initiative on GAD", that is "Assistance for Policies and Institutions that Promote Gender Equality" is consistent with the 4th priority objective of the "National Strategy of the Kyrgyz Republic for the Achievement of Gender Equality by 2020", namely, "Gender parity in decision-making and expanding women's political participation".

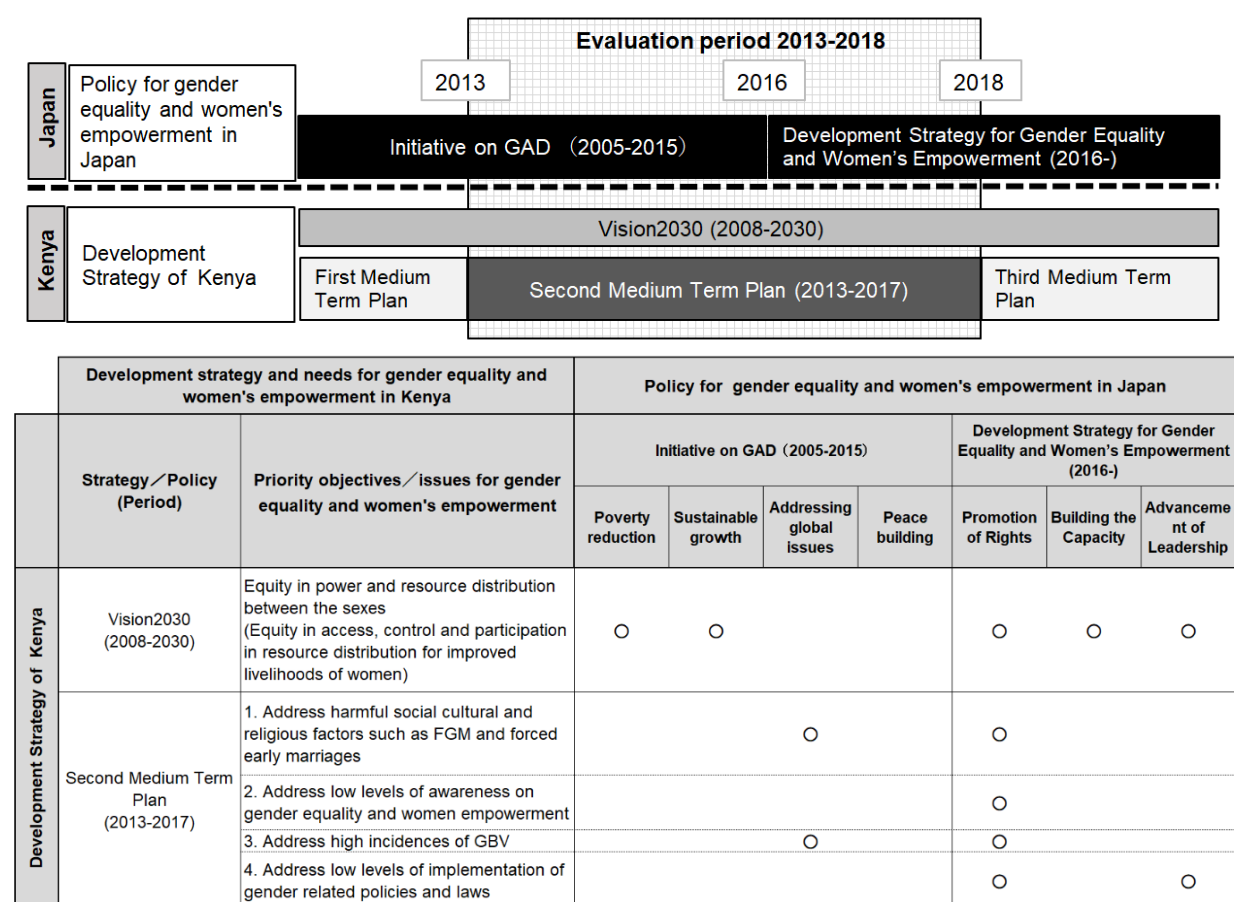
Source: Prepared by the Evaluation Team based on the "National Sustainable Development Strategy for the Kyrgyz Republic (2013-2017)", "National Development Strategy of the Kyrgyz Republic (2018-2040)" and "National Strategy of the Kyrgyz Republic for the Achievement of Gender Equality by 2020".

(ii) Kenya

As shown in Chart 12, Japan's ODA policies and Kenya's development strategies and development needs on gender equality and women's empowerment are consistent. The Government of Kenya sets the high growth rate and the fair and

integrated society as strategic goals in its development strategy, the “Vision 2030” (2008-2030)²². The “Second Medium-term Plan (2013-2017)”²³ clearly stated 4 gender issues (address harmful social cultural and religious factors such as FGM and forced early marriages, address low levels of awareness on gender equality and women empowerment, address high incidences of GBV, and address low levels of implementation of gender-related policies and laws) as shown in Chart 12. All these issues matched the priority areas of Japan’s ODA policies.

Chart 12 Consistency between Kenya’s Development Strategies and Policies for Gender Equality and Women’s Empowerment and Japan’s Assistance



Note 1: Priority areas of the “Development Strategy for Gender Equality and Women’s Empowerment” are 1) Promotion of women and girls’ rights, 2) Building the capacity of women and girls to reach their full potential, and 3) Advancement of women’s leadership in politics, economy and other public fields.

Note 2: The basic approach of Initiative on GAD, that is “Assistance for Policies and Institutions that Promote Gender Equality” is consistent with the 4th priority objective of the “Second Medium-term Plan”, namely, “Address low levels of implementation of gender-related policies and laws”.

Source: Prepared by the Evaluation Team based on “Initiative on GAD”, “Development Strategy for Gender Equality and Women’s Empowerment”, “Vision 2030” and “Second Medium-term Plan” (2013–2017).

²² The Government of the Republic of Kenya (2008) “Vision 2030”

²³ The Government of the Republic of Kenya (2013) “Second Medium-term Plan (2013-2017)”

(4) Japan's Advantages

Through the interviews for this evaluation, it is suggested that Japan's advantages in the field of gender equality and women's empowerment are particularly exhibited in the sectors such as health (maternal and child health), education, disaster risk management, and infrastructure development²⁴.

The "Initiative on GAD" and the "Development Strategy for Gender Equality and Women's Empowerment" both envision promotion of human security, and focuses on health, education, disaster risk management, and infrastructure development among others as priority initiatives. In this respect, it can be said that these ODA policies are well formulated, which utilize the Japan's advantages.

For instance, regarding disaster risk management with gender perspective, Japan is a country which has encountered many natural calamities such as earthquakes, typhoons and other disasters. Japan faced various gender-related challenges during these disasters. Living environment such as evacuation centers and temporary housing were not reflecting the specific needs of women, for example a lack of privacy for nursing and shortages of necessary items for pregnant women. Learning from such challenges, initiatives for promotion of women's participation in decision-making for local disaster risk management have been making a considerable progress in Japan²⁵. As Japanese people have experienced disasters repeatedly, Japan has accumulated experience and knowledge about how to respond in the time of natural disasters with gender perspective²⁶. Now, Japan organizes training courses in Japan and implements ODA projects for disaster management with gender perspective²⁷.

As for the health sector, Japan has been extending its cooperation worldwide to improve the situation of maternal health through introduction of the "Maternal and Child Health Handbook", which is a well-known practice in Japan²⁸.

(5) Brief Summary of the Evaluation Results : Relevance of Policies

【Rating: A Highly Satisfactory】

Japan's ODA policies for gender equality and women's empowerment from 2013 to 2018 are consistent in all evaluation criteria, namely, (1) Consistency

²⁴ Interview with JICA by the Evaluation Team on 18, 20 and 24 September

²⁵ JICA (2017) "JICA's World" July

²⁶ Japan has been taking initiatives to contribute to the international development based on the Japan's experience. Japan submitted a resolution on "Gender Equality and the Empowerment of Women in Natural Disasters" to the UN Commission on the Status of Women in 2012 and 2014. http://www.gender.go.jp/english_contents/international/un/CSW.html

²⁷ JICA (2016) "JICA Gender Mainstreaming Promotion -Annual Report" (Japanese Only)

²⁸ JICA (2019) "JICA's World" January

with international assistance trends, (2) Consistency with Japan's high-level development policies and relevant policies, (3) Consistency with development needs of recipient countries and (4) Japan's advantages, therefore, the relevance of policies is evaluated as 'A: Highly Satisfactory'.

Regarding (1), it was confirmed that Japan's policies are consistent with international development goals, such as MDGs and SDGs and other donor agencies' assistance policies. As for (2), the policies reflect the philosophies of Japan's ODA Charter and Development Cooperation Charter and are consistent with other relevant policies and initiatives. In terms of (3), Japan's policies match the remaining challenges of MDGs and SDGs and needs of field study countries. Concerning (4), Japan's policies enable assistance which maximizes Japan's advantages such as disaster prevention.

3-1-2 Effectiveness of Results

This section examines the effectiveness of the results of Japan's ODA implemented under the policies for gender equality and women's empowerment from 2013 to 2018 in accordance with the objective framework of the evaluation. Specifically, the following three points are analyzed: (1) Japan's ODA disbursements as an input, (2) results of the assistance generated by the input as an output, and (3) the short-, medium-, and long-term effects on the priority areas in the policies as an outcome.

(1) Japan's ODA Disbursements

The Evaluation Team assesses the total gross disbursement of Japan's ODA for gender equality and women's empowerment as an input. Total gross disbursements of Japan's ODA for gender equality and women's empowerment was approximately USD 11.8 billion from 2013 to 2018²⁹. The amount is beyond pledges of over USD 6 billion which is a total of over USD 3 billion from 2013 to 2015 committed in "Address by Prime Minister Abe at the 68th Session of the United Nations General Assembly" and over USD 3 billion from 2016 to 2018 committed in the "3rd World Assembly for Women". Also, as shown in Chart 13, the total gross disbursement of Japan's ODA for gender equality and women's empowerment once decreased in 2014 but continued increasing since then during the evaluation period.

Although there is an increase and decrease in the percentage of ODA for gender equality and women's empowerment in the total Japan's ODA disbursement year by year, it has increased over the years since 2013. Looking

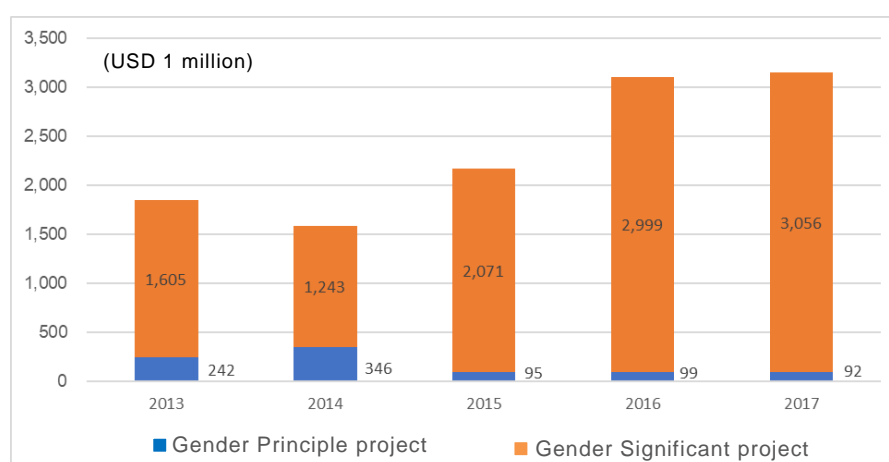
²⁹ OECD database <https://stats.oecd.org/> (14 November 2019)

at the projects by the gender category³⁰, Gender Significant project has been on the increase in terms of both the amount of gross disbursement and percentage, while Gender Principal project has decreased (Chart 14).

Compared with the DAC members, the percentage of ODA for gender equality and women's empowerment in total gross disbursements of Japan's ODA is below average throughout the evaluation period (Chart 15). Chart 15 shows that the percentage of Gender Principal project and Gender Significant project of Japan's ODA is also lower than the DAC members, and ranked the 23rd out of 28 countries in 2017³¹.

From the above analysis, it is highly evaluated that both the total gross disbursement and the percentage of ODA for gender equality and women's empowerment in the total gross disbursements of Japan's ODA have increased, although the percentage is still lower than other DAC members. However, it is important to note that the Gender Significant projects includes large-scale financial assistance such as the infrastructure sector, and it may influence the evaluation results.

Chart 13 Total Gross Disbursements of Japan's ODA for Gender Equality and Women's Empowerment

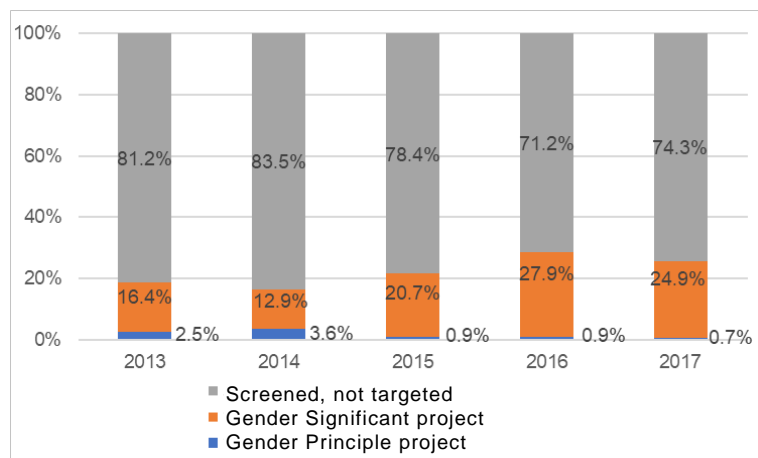


Source: Prepared by the Evaluation Team based on the OECD database (14 November 2019)

³⁰ Refer footnote No. 2 for the classification.

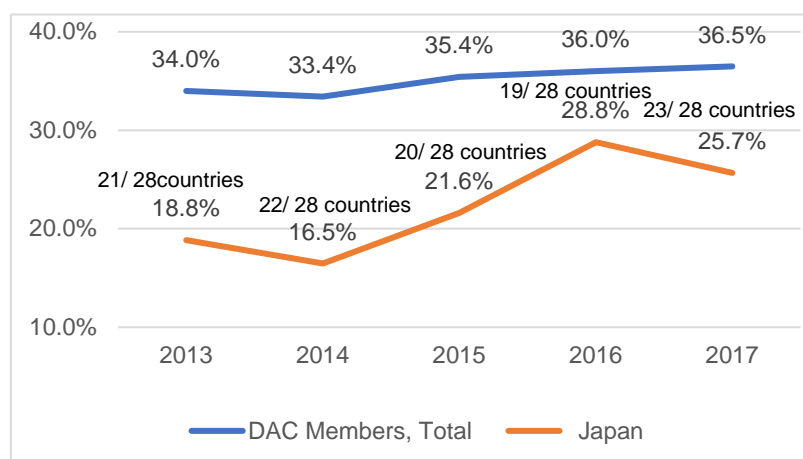
³¹ OECD database <https://stats.oecd.org/> (2 December 2019)

Chart 14 Percentage of ODA for Gender Equality and Women's Empowerment in the Total ODA Disbursement in Japan



Source: Prepared by the Evaluation Team based on the OECD database (14 November 2019)

Chart 15 International Comparison of Gender-responsive Projects in Japan's Gross Disbursement



Source: Prepared by the Evaluation Team based on the OECD database (2 December 2019)

(2) Results of the Assistance Generated by the Input

This section evaluates the results of the assistance generated by the input. Specifically, it assesses the achievement toward the pledged figures under the Japan's ODA policy for gender equality and women's empowerment.

As Chart 16 shows, Japan has implemented its assistance beyond the amount and the number of beneficiaries in the pledges. Moreover, as Charts 17 and 18 show, both pledged assistances of USD 3 billion in the "Address by Prime Minister Abe at the 68th Session of the United Nations General Assembly" (2013) and the "3rd World Assembly for Women" (2016) were implemented to achieve priority areas in ODA policies for gender equality and women's empowerment at

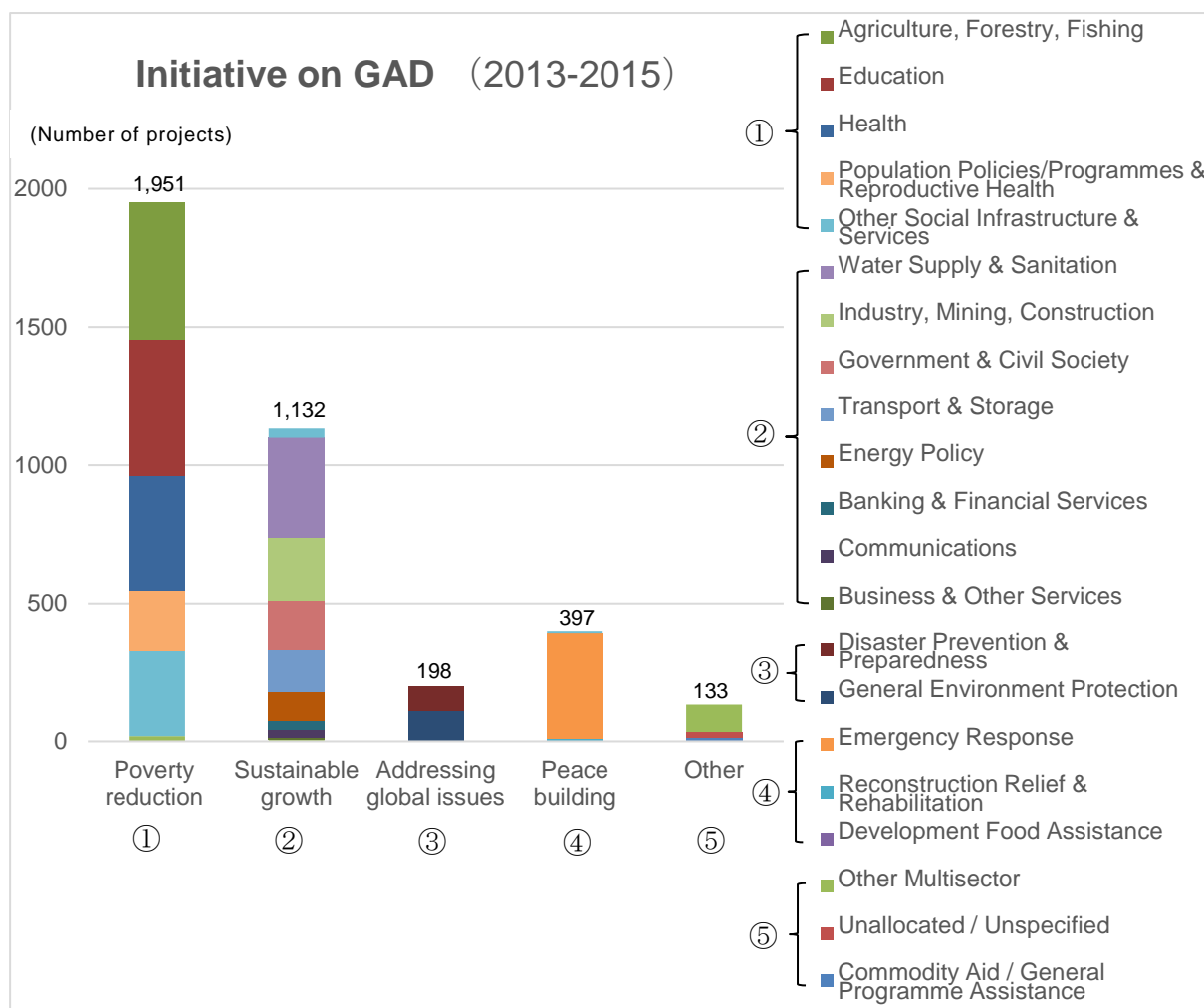
each time of the commitments.

Chart 16 Pledge and Achievement under the Policies for Gender Equality and Women's Empowerment

Occasion	Pledge	Achievement
Address by Prime Minister Abe at the 68 th Session of the United Nations General Assembly in 2013	Implement the assistance of over USD 3 billion for women's empowerment from 2013 to 2015	Implement the assistance of approximately USD 5.602 billion from 2013 to 2015 <u>Breakdown</u> 2013:USD 1.847 billion 2014:USD 1.588 billion 2015:USD 2.166 billion
2nd World Assembly for Women in 2015	Implement the assistance of over JPY 42 billion for quality education for women and girls from 2015 to 2017	Implement the assistance of approximately USD 742 million from 2015 to 2017 <u>Breakdown</u> 2015:USD 205 million 2016:USD 268 million 2017:USD 268 million
G7 Ise-Shima Summit in 2016	Implement the assistance for capacity development of 5,000 women such as administrative officers from 2016 to 2018	Implement the assistance for 11,345 women from 2016 to 2018 <u>Breakdown</u> 2016:3,933 women 2017:4,323 women 2018:3,089 women
	Implement the assistance to improve the education environment for 50,000 schoolgirls from 2016 to 2018	Implement the assistance for 61,173 schoolgirls from 2016 to 2018 <u>Breakdown</u> 2016:21,870 girls 2017:24,047 girls 2018:15,256 girls
3rd World Assembly for Women in 2016	Implement the assistance of over USD 3 billion under the "Development Strategy for Gender Equality and Women's Empowerment" from 2016 to 2018	Implement the assistance of approximately USD 6.245 billion from 2016 to 2017 <u>Breakdown</u> 2016:USD 3.097 billion 2017:USD 3.147 billion

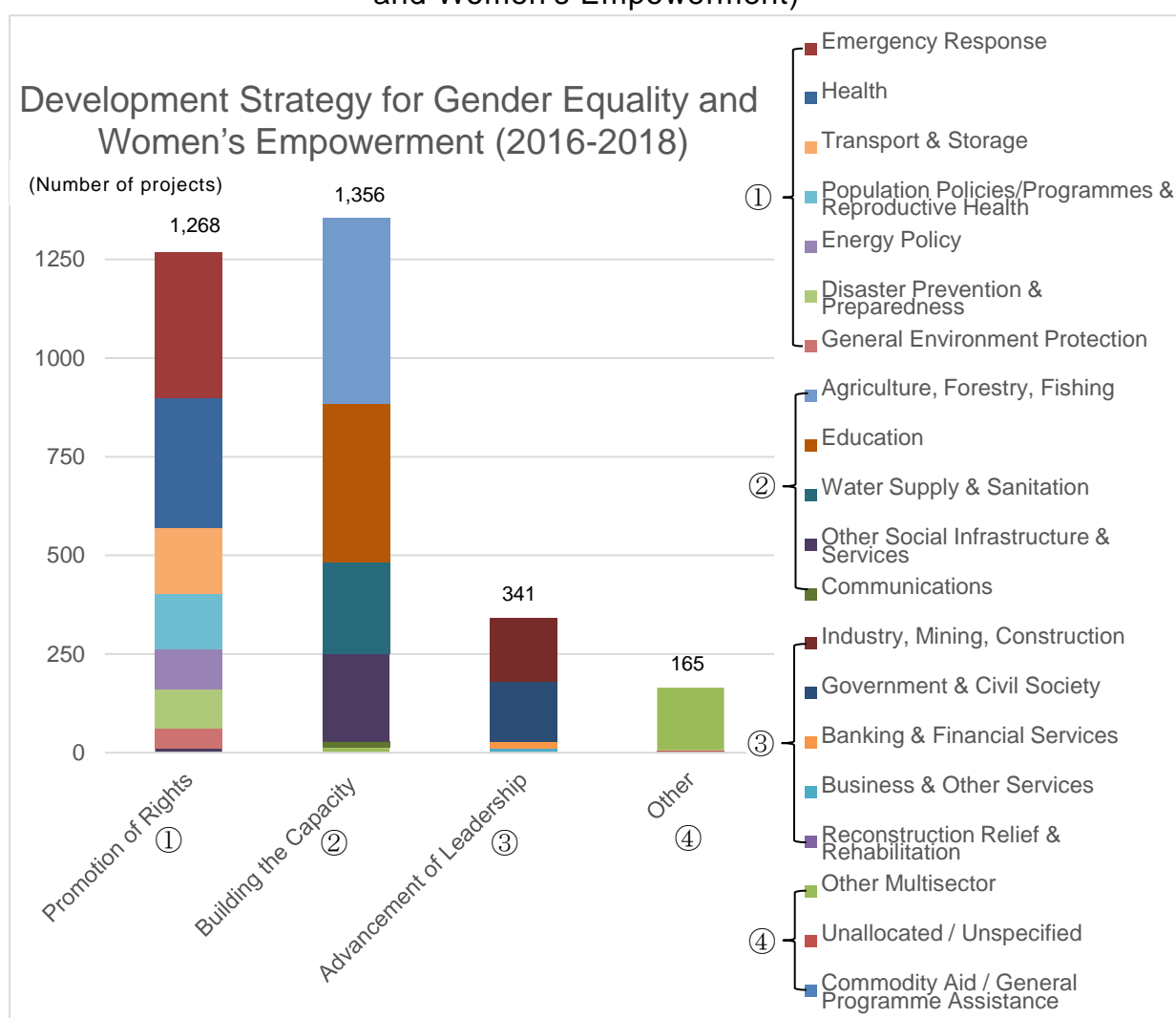
Source: Prepared by the Evaluation Team based on the source as follows:
OECD database (14 November 2019) and interviews with MOFA (29 November 2019)

Chart 17 Progress of the Assistance for Gender Equality and Women's Empowerment by Priority Areas 1 (Initiative on GAD)



Source: Prepared by the Evaluation Team based on the list of evaluation targets from MOFA

Chart 18 Progress for the Assistance on Gender Equality and Women's Empowerment by Priority Areas 2 (Development Strategy for Gender Equality and Women's Empowerment)



Source: Prepared by the Evaluation Team based on the list of evaluation targets from MOFA

(3) Short-, Medium-, and Long-term Effects on the Priority Areas of Policies

The Evaluation Team evaluated the contribution of Japan's assistance as outcome, focusing on four priority areas of the "Initiative on GAD" and three priority areas of the "Development Strategy for Gender Equality and Women's Empowerment".

As far as it can be confirmed through public information, several best practices of gender-responsive projects are compiled in the reports such as "JICA Gender Mainstreaming Promotion - Annual Report" and the "JICA Annual Report on Project Evaluation" (both Japanese only). According to them, the best practices contribute effectively in addressing the priority areas of the "Initiative on GAD" and the "Development Strategy for Gender Equality and Women's

Empowerment”. In this section, the Evaluation Team first examines the contribution of outcomes of these best practices of Gender Principle projects and Gender Significant projects to each priority issue. Next, the team focuses on the field study countries, Kyrgyz and Kenya, to confirm the outcomes of the assistance, and assess the contribution to the three priority areas in the “Development Strategy for Gender Equality and Women’s Empowerment” and to the gender issues in the recipient countries.

First, the team examined the best practices (30 cases in total) of gender-responsive projects listed in the "JICA Gender Mainstreaming Promotion - Annual Report" and the "JICA Annual Report on Project Evaluation" during the evaluation period. As a result of the analysis, the majority of best practices of the gender-responsive projects were found in the infrastructure development and the economy and labor sectors (both 7 cases), contributing to the “Sustainable Growth” in the “Initiative on GAD”. In the infrastructure development sector, some cases show integration of gender perspectives such as the placement of female security guards and the installation of streetlights and security cameras in the construction of roads and transportation. Such projects have contributed to the expansion of women's activities, and as a result, it improved women's access to a variety of public services. In addition, in the economy and labor sector, it was reported that not only women have raised their income and improved their living standards through employment opportunities and entrepreneurship, but they have also increased their self-esteem and voice in the household and community. Since these two sectors are also regarded as priority areas in the “Development Strategy for Gender Equality and Women’s Empowerment”, the development assistance reflecting the best practices and lessons learned has been continuously implemented even after 2016.

As for Gender Principle project (12 cases out of 30 cases in total good practices in the targeted period), the “Human Rights and Violence” sector (5 cases) and the “Health” sector (4 cases) were majority where the target groups that should benefit were primarily women. In the “Human Rights and Violence” sector, there are many cases of institutional capacity building dealing with human trafficking and GBV, mainly in the Asian Region, contributing to the "Addressing Global Issues" of the “Initiative on GAD”. In the health sector, many cases, aiming at strengthening maternal and child health service, contribute to the “Poverty Reduction” in the “Initiative on GAD” and the “Promotion of Women’s and Girls’ Rights” in the “Development Strategy for Gender Equality and Women’s Empowerment”. The outcomes in the health sector are based on quantitative data such as an increase in the number of facility deliveries and a

decrease in infant mortality. In addition, 2 cases which support policies and institutional development for gender mainstreaming in post-conflict regions are reported, contributing to the "Peace-building" of the "Initiative on GAD". In Cambodia, a notable project was implemented aiming at women's economic empowerment through the support of the Ministry of Women's Affairs³² which was established after the civil war. This project shows various outcomes such as the improvement of livelihood of beneficiaries, raise of the voice of women in their household and reduction of Domestic Violence (DV)³³.

As for Gender Significant project (18 out of 30 cases in total good practices in the targeted period), there are many cases in the sector of education (4 cases) and agriculture, forestry, fishery, and rural development (3 cases) which are both contributing to the "Poverty Reduction" in the "Initiative on GAD". In the education sector, cases in which gender perspectives were integrated in addition to the improvement of the educational facility, are reported to have led to an increase in the enrollment rate of girls. For example, one JICA project implemented in Pakistan, where secondary and technical education are conducted separately by gender in general due to cultural norms, achieved to establish a co-education diploma program³⁴ first in the country through persistent dialogue with stakeholders, introduction of girls-only lounges and toilets, and the recruitment of female staff³⁵. As for the agriculture, forestry, fishery, and rural development sectors, interventions such as various training that promote women's participation have led not only to women's empowerment but also changes in the men's attitudes in a rural area, where male dominance is persistent in many aspects such as land and household management. The impact has led to positive changes such as reconsidering the roles of men and women in the household and valuing women's voices.

As reviewed above, various cases at the outcome level cover all of Japan's priority areas stated in Japan's ODA policies for gender equality and women's empowerment.

³² In Cambodia, women have played an important role in reconstruction and development because the population of men has been smaller than women due to the civil war for over 25 years. Meanwhile, women remained low in their social and economic status and many are poor. In response, the Government of Cambodia established the Ministry of Women's Affairs in 1996 to reduce gender disparity and build a fair and equal society.

Source: JICA (2013) "Gender Mainstreaming Promotion -Annual Report"(Japanese only)

³³ JICA (2013)" JICA Gender Mainstreaming Promotion -Annual Report "(Japanese only)

³⁴ It is technical education in the Islamic Republic of Pakistan that requires the completion of a total of 10 years of general education courses in primary (5 years), lower secondary (3 years) and high school (2 years). After three years of study in the course, a diploma is awarded as certification.

Source: JICA (2009) "Islamic Republic of Pakistan The Project for Development of Center of Excellence (CoE) for Technical Education" (Japanese only)

³⁵ JICA (2017) "JICA Annual Report on Project Evaluation " (Japanese only)

It should be noted that there was a limitation of available public information, so the Evaluation Team were not able to find projects with no positive impact or a negative impact on gender issues.

【 Case1 】 Achievements of Japan's assistance for women's economic empowerment in Kyrgyz

In Kyrgyz, the market economy has progressed since the collapse of the Soviet Union in 1991, while economic activities in the rural areas, in which about 66% of the population live, have stagnated and were left out in the development policy. As a result, the economic disparity between urban and rural areas has worsened³⁶. In the rural areas where livestock farming is the main industry, men often leave their homes for grazing, so women are responsible for most housework and childcare in addition to agricultural activities. Because of this fact, women have few opportunities to go out of their homes or to earn an income. Also, women do not usually participate in the decision-making process in their household and community³⁷.

To respond to such a situation, JICA started the “Project on Community Empowerment in Issyk-Kul Oblast” (2006-2011, OVOP Phase 1) aiming at socio-economic revitalization in the Issyk-Kul Region through the regional economy and community empowerment, with the experience of One Village One Product (OVOP) in Japan. Since then, JICA has continuously provided support through the “Community Empowerment Project through Small Business Promotion by OVOP Approach in Issyk-Kul Region” (2012-2017, OVOP Phase 2) and the “Project for Dissemination of OVOP Issyk-Kul Model to Other Regions of the Country” (2017-2020, OVOP Phase 3). These projects have enabled women to continue their production activities through an approach focusing on creating an inclusive, woman-friendly working condition and environment. Anyone with motivation can participate in the OVOP union regardless of their social status, skills and experience. Their skills can be improved through regular technical training and division of roles matching to the individual level. Also, adoption of a payment system based on piecework enable them to work flexibly according to the individual's circumstances. In addition, the improvement of facilities such as installing water supply and toilets creates a comfortable working environment for women.

As a result, positive impacts were confirmed at three levels: beneficiaries, their families (especially husbands) and their communities. At the beneficiary level,

³⁶ JICA (2013) “the Kyrgyz Republic JICA Country Analysis Paper (JCAP)”

³⁷ JICA website “A Good Practice of Gender Mainstreaming (Commerce and Tourism)”
<https://www.jica.go.jp/activities/issues/gender/practice/commerce.html>

regular cash income has led to improve the living standards of households by installing flush toilets, running water, refrigerators, etc. In some cases, beneficiaries have raised their self-esteem because of the ability to cover meals and education for their family and the improvement of their skills. Regarding their family (especially husbands), the Evaluation Team confirmed some cases of changing their attitude in which husbands who did not initially agree on participating OVOP union have become more supportive for them to go out for work or training as women began to earn an income. Some cases showed that the husbands have directly or indirectly cooperated with women's production activities, such as procurement of raw materials, production work, and even helping the housework³⁸.

At the community-level, OVOP union members are increasing due to the growing reputation. From 550 members in 64 groups at the start of 2011, union members have increased to 2,300 members in 260 groups in 2019, of which 66% are women³⁹. The number of young women has increased in recent years, and the facts showed that the projects have contributed to the revitalization of local industries and the creation of work opportunities. The Ministry of Economy in Kyrgyz and the Issyk-Kul government have highly praised the projects as contributing to the revitalization of the local economy through women's empowerment.

The sustainability of the projects is ensured by establishing the public interest corporation "OVOP+1", carrying out market needs surveys, quality control, development of processing technology and securing a distribution network during the OVOP Phase 2. Also, OVOP Phase 3 has been developing an operating system and local products featuring of each state, aiming at expansion. OVOP+1 has made an effort to expand cooperation with related organizations such as local organizations, other donor agencies and NGOs for product development.

In addition, the technical assistance for food processing of fruits and herbs using the OVOP approach⁴⁰ was implemented in the "Project for Development of the Rural Business with Forest Products in the Kyrgyz Republic" (2015-2019) in three states. The State Agency for Environmental Protection and Forestry has

³⁸ Based on interviews with OVOP union members (8-10 October 2019)

³⁹ The gender ratio of the OVOP union is 34% male and 66% female because 800 male beekeepers are in the OVOP union as beekeeping is traditionally male-dominated occupation. However, women are more than men in other products, for example, 99% of felt producers are women in the OVOP union.

Based on interviews with OVOP Phase 3 (10 October 2019)

⁴⁰ OVOP approach is used to establish the following five institutions aiming at promoting local industry; 1) producer group, 2) regional sales place, 3) committee to certify product brands, 4) organization with function of trading company handling brand-certified products, 5) brand shop (OVOP Center) with function of sales promotion such as showroom and business matching.

highly praised the project for its contribution to the local economy through women's empowerment since 80% of beneficiaries are women.

These facts showed that the approach and outcomes of the projects have had continuous ripple effects in other states in cooperation with other donor agencies.

Based on the above, OVOP Phases 1-3 contribute to the "Advancement of Women's Leadership in Politics, Economy and Other Public Fields" in the "Development Strategy for Gender Equality and Women's Empowerment" in terms of promoting women's economic empowerment through their participation in OVOP activities. Also, the effort to conduct regular technical training and seminars and market development leads the achievement of "Building the Capacity of Women and Girls to Reach their Full Potential".

【Case2】Achievements of Japan's assistance for gender mainstreaming in agricultural sector in Kenya

In Kenya, agriculture is an important industry, accounting for 24% of gross domestic product (GDP), 65% of exports, and 60% of total employment. It is also one of the pillars of economic development in "Vision 2030". 75% of the agriculture population was smallholder farmers, and their low productivity had been a challenge⁴¹. In such smallholder farmers, while women are responsible for 70-80% of agricultural work, decision-making power including household budget, opportunities to participate in various types of training and the access to finance and agricultural investment goods are often taken by men. As a consequence, it undermined operational efficiency of the agricultural household. Also, women were culturally responsible for most of the reproductive activities such as housework and childcare and suffering from a heavy burden⁴².

To respond to such a situation, JICA has implemented the "Smallholder Horticultural Empowerment Project" (2006-2009, SHEP Phase 1), "Smallholder Horticulture Empowerment and Promotion Unit Project" (2010-2015, SHEP UP), and "Smallholder Horticulture Empowerment and Promotion Project for Local and Up-scaling" (2015-2020, SHEP PLUS). These projects organized various training with a gender mainstreaming approach, aiming to improve the productivity and income of smallholder horticulture farmers. In addition, since the promotion of equal-gender-farm management had a positive effect on improving agricultural productivity and livelihoods, JICA made use of that knowledge to implement the "Project on Enhancing Gender Responsive Extension Services in Kenya" (2014-2017, PEGRES). A "Gender Mainstreaming

⁴¹ JICA (2011) "the Republic of Kenya JICA Country Analysis Paper (JCAP)"

⁴² JICA website "A Good Practice of Gender Mainstreaming (Agriculture, Forestry and Fisheries)"
<https://www.jica.go.jp/activities/issues/gender/practice/agricul.html>

Package (GMP)⁴³ was developed in PEGRES with the aim of expansion of this gender-integrated approach for smallholder farmers other than horticulture farmers.

SHEP Phase 1, SHEP UP and SHEP PLUS took initiatives to conduct a variety of activities with gender mainstreaming approach. For example, the projects promoted women's attendance at the training sessions. Training on family budgeting encouraged husbands and wives to manage budgets together. Moreover, gender analysis tools⁴⁴ were introduced to highlight gender roles and responsibilities in both reproductive and productive labor at the household level. The target farmers made action plans in each household to improve farm management based on the result of the analysis. The target farmers were aware of the effect of gender equality through these activities, and their behavior and attitude have changed such as equal-gender-farm management and work-sharing even though the action plan was not compulsory⁴⁵. As a result, 13,800 target farmers in SHEP UP have achieved an average 1.8 times increase in income due to the improvement of farm management and work efficiency⁴⁶. The Evaluation Team found some cases of positive impacts through the interview survey in Kirinyaga County⁴⁷, one of the SHEP PLUS target areas. For example, farmers used the profit not only for improving their living environment such as installation of electricity and gas but also for agricultural investment such as purchasing cars and motorcycles that allow access to markets, purchasing new livestock and installing huts. Also, many opinions on satisfaction with life, such as reducing the fatigue by sharing work and securing time with family, were raised from the women. In addition, women participated in the decision-making process at both households and communities, and some were elected as members or leaders of farmers' organizations.

In response to these achievements, the Ministry of Agriculture, Livestock, and Fisheries of Kenya (MoALF) and the County Agriculture Offices, where the

⁴³ "Gender Mainstreaming Package (GMP)" is a series of practical tools such as training modules, materials, manuals and guidelines to implement assistance to smallholder farmers with a gender mainstream approach.

Source: JICA (2013) "Advance Evaluation of the Project (PEGRES) -Summary Version" (Japanese only)

⁴⁴ Gender analysis tools is to highlight the lifestyles and relationships of beneficiaries, men and women, and to analyze the issues faced as a result. Specifically, there are the "activity profile" that clarifies the status of engagement in daily productive and reproductive activities by gender and the "daily activity profile" that identifies the daily activity status by gender.

Source: JICA "Material for Agriculture•Rural Development and Gender"

https://www.jica.go.jp/activities/issues/gender/materials/ku57pq00002hdu2c-att/material_all.pdf

⁴⁵ Based on interviews with SHEP PLUS (17/ October/ 2019)

⁴⁶ SHEP PLUS brochure

<https://www.jica.go.jp/activities/issues/gender/practice/agricul.html>

⁴⁷ County is composed of local administrative districts in Kenya. After the General Election in 2013, 47 counties were established.

Evaluation Team conducted the interview survey, highly praised the SHEP PLUS and PEGRES as they have provided a practical method of a gender mainstreaming approach, which has increased in benefits in the target areas.

In addition, some ripple effects of the projects were confirmed. For example, farmers who participated in the training provided by SHEP PLUS transferred the acquired knowledge and skills to farmers who did not participate⁴⁸. Also, officers in the County Agriculture Office, the implementer of the projects, reconsidered the work-sharing at their home⁴⁹.

From the above, it is confirmed that SHEP Phase 1, SHEP UP, SHEP PLUS and PEGRES have contributed to improving the productivity and income by efforts with gender mainstreaming in the agriculture, forestry and fisheries sector, and it indicates that the projects contribute to the achievement of “Building the Capacity of Women and Girls to Reach their Full Potential” in the “Development Strategy for Gender Equality and Women’s Empowerment”.

(4) Brief Summary of Effectiveness of Results

【Rating: A Highly Satisfactory】

This section examined the effectiveness of the results of Japan’s ODA which have been implemented based on the policies on gender equality and women's empowerment with the evaluation items of: (1) the total disbursement of Japan's ODA as an input, (2) results of the assistance generated by the input as an output, and (3) the short-, medium-, and long-term effects on the priority issues in the policies as an outcome. The Evaluation Team confirmed the high effectiveness in all evaluation items and rated ‘A: Highly Satisfactory’.

As for (1), the team confirmed both the total disbursement and the percentage of ODA for gender equality and women's empowerment in the total Japan’s ODA disbursement have increased. As for (2), the team confirmed that the inputs were in excess of the amount and the number of beneficiaries committed in the pledges. The inputs were effectively provided to achieve priority areas in policies on gender equality and women's empowerment at the time of their commitments. As for (3), according to the public information, outcomes have been produced in priority areas in each ODA policy for gender equality and women's empowerment and have effectively contributed to addressing the priority issues in recipient countries. However, it should be noted that not all gender-responsive project reports were available and some positive impacts may not be noticed nor recorded.

⁴⁸ Based on interviews with Kirinyaga County Agriculture office (17 October 2019)

⁴⁹ Based on interviews with Kirinyaga County Agriculture office (17 October 2019)

3-1-3 Appropriateness of Processes

In order to assess the appropriateness of processes, the following points are examined in this section: (1) Formulation process of the “Development Strategy for Gender Equality and Women’s Empowerment”, (2) ODA implementation process, (3) Monitoring and evaluation, (4) Donor coordination and (5) Public relations and information disclosure.

(1) Formulation Process of the Development Strategy for Gender Equality and Women’s Empowerment

Following the announcement of the “Development Cooperation Charter” in 2015, MOFA had decided to formulate a subsequent sectoral ODA policy after the “Initiative on GAD”. MOFA set the occasion of the G7 Ise-Shima Summit as the time for announcement of the “Development Strategy for Gender Equality and Women’s Empowerment”, in order to maximize the impact of the announcement. The actual formulation process is shown in Chart 19.

Chart 19 Formulation Process of the Development Strategy for Gender Equality and Women’s Empowerment

Time	Content
Early Fiscal Year (FY) 2015	Started discussion on the concept of the subsequent policy for “Initiative on GAD” within MOF (Foreign Policy Bureau, International Cooperation Bureau -Country Assistance Planning Division and Global Issues Cooperation Division, etc.) and JICA.
November 2015	Outline of the “Development Strategy for Gender Equality and Women’s Empowerment” was developed through discussion with concerned offices within MOFA, Executives of MOFA and confirmation from the Minister of Foreign Affairs.
December 2015-March 2016	Individual interview with stakeholders: Relevant Ministries (Cabinet Office, Ministry of Education, Culture, Sports, Science and Technology, Ministry of Finance), JICA, external experts, and civil society
March 2016	Writing of the main text of the “Development Strategy for Gender Equality and Women’s Empowerment”
May 2016	Announcement of the policy at around the time of G7 Ise-Shima Summit

Source: Prepared by the Evaluation Team based on interview with MOFA

It can be said that the process of formulating the “Development Strategy for Gender Equality and Women’s Empowerment” was appropriate: examining the contents carefully over a year through listening to opinions from experts, relevant ministries and agencies and civil society toward the set announcement timing. On the other hand, unlike when the “Initiative on GAD” was formulated, there was no roundtable conference involving external experts for policy formulation. An external expert commented that it would be desirable to establish a

roundtable for the next revision of the policy, so as to utilize the knowledge of external experts and civil society to ensure consistency with the international trend while incorporating Japan's advantages in the policy⁵⁰.

The previous ODA evaluation entitled "Evaluation of Japan's Assistance for Policies and Institutions that Promote Gender Equality" (2013) recommended to review the structure of the basic approaches and sub-approaches in the "Initiative on GAD" because of the lack of logical coherence and the inconsistency of levels among the approaches. The approaches specified in the "Development Strategy for Gender Equality and Women's Empowerment" seem devised considering the best ways for Japan to address gender issues. Therefore, it can be said that the recommendation of the previous evaluation is well reflected.

(2) ODA Implementation Process

(1) Reflections of ODA Policies for Gender Equality and Women's Empowerment in Country Specific ODA Policies

The result of the questionnaire survey to Japan's overseas establishments is analyzed to understand the extent that ODA policies for gender equality and women's empowerment are reflected in country-specific ODA policies such as the "Country Development Cooperation Policy" and Rolling Plan.

As shown in Chart 20, there is a tendency that the gender aspect is reflected in Japan's country-specific ODA policies when the ODA recipient countries consider gender as their priority area. Out of 75 Japan's overseas establishments responded, 50 establishments responded that gender aspect is reflected at least in one of their country-specific ODA policies.

Chart 20: Priority Level of Gender in the Receiving Country's Development Policy and Reflection of Gender in Japan's Country Specific ODA Policies
(Number of Japan's Overseas Establishments)

Priority level of gender in the recipient country's development policy	Reflecting gender aspect *Note 2	Not reflecting gender aspect	Total
Very High	16	2	18
High	22	8	30
Medium	8	7	15
Low	3	3	6
Unclear	1	5	6
Total	50	25	75

⁵⁰ Interview with an expert on 26 November 2019

Note 1: 75 Japan's overseas establishments responded

Note 2: Number of Japan's overseas establishments. Gender is reflected if one of the following country-specific ODA policies or not: country specific development cooperation policy, rolling plan, JICA country analysis paper, or other.

Source: Questionnaire survey to Japan's overseas establishments

JICA has been working on mainstreaming gender following its “Thematic Guideline: Gender” (2009). JICA also published its Position Paper, “Gender Equality and Women’s Empowerment” (2014), and “JICA's Position Paper on SDGs: Goal 5” (2016).

JICA announces its Medium-term Objectives every five years. Promotion of gender mainstreaming appears in the “Third Medium-term Objectives” (FY2012-2016) and the subsequent “Fourth Medium-term Objectives” (FY2017-2021) states that JICA shall mainstream gender at every phase of ODA process and set the target at 40% of the ODA (amount-base).

(2) Implementation Structure for ODA Policy

(i) Implementation Structure at MOFA

The Gender Mainstreaming Division was established in Japan's MOFA in 2014 to mainstream gender in all diplomatic policies. This division is in charge of matters of UN Commission on the Status of Women, cooperation with UN Women, World Assembly for Women, and UNSCR1325. With regard to the gender mainstreaming in ODA, one person in charge of gender equality and women's empowerment is assigned in the Global Issues Cooperation Division, International Cooperation Bureau at MOFA. This position functions as a focal point for formulation of ODA policies for gender equality and women's empowerment and collection and dissemination of information.

One ODA Gender Officer is appointed in every division and office of headquarters of MOFA and in all Japan's overseas establishments, which has ODA Task Force (105 establishments as of October 2019)⁵¹. However, it became known that some establishments set up after 2005 did not appoint the ODA Gender Officer⁵² because the instruction to appoint ODA Gender Officer was circulated back in 2005⁵³. The ODA Gender Officer is not a position devoted exclusively to gender issues but appointed to perform tasks regarding gender issues in addition to their original duties.

46 Japan's overseas establishments (approximately 60% of the 74 valid responses) answered that it is known that an ODA Gender Officer is appointed

⁵¹ Interview with an expert on 7 October 2019. The frequency of Task Force meeting is not regulated.

⁵² Questionnaire survey to Japan's overseas establishments

⁵³ Initially appointed as Women in Development (WID) Officer and renamed in 2005 to ODA Gender Officer

in their respective establishments⁵⁴.

When the “Development Strategy for Gender Equality and Women’s Empowerment” was announced in 2016, an official notification was circulated from the MOFA headquarters to the overseas establishments. According to the interview at the Embassy of Japan in Kyrgyz, this official notification enhanced the awareness among the embassy members about the role of ODA Gender Officer because a document explaining its role was distributed together⁵⁵.

There is no gender training program exclusively prepared for the ODA Gender Officers⁵⁶. According to the results of the questionnaire survey to Japan’s overseas establishments, gender training for the ODA Gender Officers (44 out of 75 valid responses) is considered as a desirable measure for the ODA Gender Officers to perform their prescribed responsibility even better, following clear policies and instructions from the MOFA headquarters (49/75). Some commented that the budget and human resource are the major constraints, and it is desirable to have gender specialist exclusively to work for gender issues to enhance gender-responsive projects.

Meanwhile, MOFA organized “ODA Task Force Remote Seminar” (TV conference seminar) focusing on gender mainstreaming 4 times with a total of 187 participants from MOFA headquarter, Japan’s overseas establishments, and JICA during 2013 to 2018⁵⁷.

(ii) Implementation Structure at JICA

The Operation Strategy Department (2 persons including Senior Director) and the Office for Gender Equality and Poverty Reduction, Infrastructure and Peace Building Department (in total 6 personnel including Senior Director and Director) take the central role in promoting gender mainstreaming at JICA⁵⁸. JICA’s implementation structure is described in Chart 21. Two Senior Advisors on Gender and Development are assigned to the Office for Gender Equality and Poverty Reduction to enable consultation for specialized advices at all time. In every department and office, a Managing Director is responsible for gender mainstreaming and 2 officials (one female and one male) are assigned as Gender Focal Points.

⁵⁴ Questionnaire survey to Japan’s overseas establishments

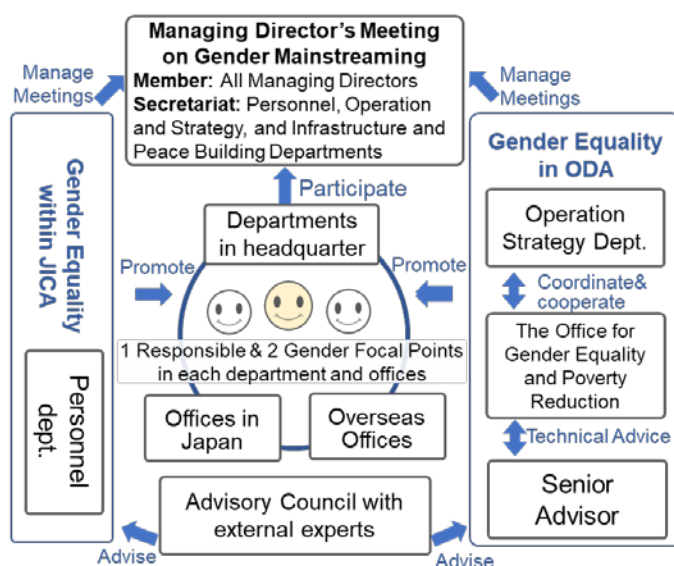
⁵⁵ Interview with the Embassy of Japan in Kyrgyz on 7 October 2019

⁵⁶ Interview with the Embassy of Japan in Kenya on 14 October 2019. A seminar on the topic of gender was a part of the training organized at MOFA prior to moving to Kenya.

⁵⁷ According to the information shared from MOFA. A total of 109 persons attended in March 2014 (AM session and PM session), and 78 persons attended in September 2016 (also AM and PM). According to MOFA, next ODA Task Force Remote Seminar (TV conference seminar) will also be on Gender.

⁵⁸ Personnel Department in JICA is responsible of gender equality and women’s empowerment within the organization.

Chart 21: Implementation Structure for Gender Mainstreaming at JICA



Source: Prepared by Evaluation Team based on a document provided by JICA

The Managing Directors Meeting as well as the Gender Focal Points Meeting are held annually in order to notify initiatives to mainstream gender both in ODA projects and within JICA, and the focus areas of the year. Gender Focal Points then share the notification within their respective department and offices.

The JICA's Board Meeting, convened on a regular basis for the purpose of deliberating and reporting, also deliberates the

initiatives and the progress of gender mainstreaming.

JICA receives advices on the initiatives for gender mainstreaming in ODA from the Advisory Council formed with external experts⁵⁹ and the Advisory Committee on Gender and Development.

In addition, the Office for Gender Equality and Poverty Reduction organizes gender training for JICA staff and development practitioners throughout the year to strengthen capacity to mainstream gender in project implementation. A total of 44 training sessions were held with over 1,000 participants in total during the fiscal year 2018 alone⁶⁰.

(3) Project Formulation and Implementation Process

(i) Operation of ODA Gender Officers at Japan's Overseas Establishments

The following are the measures considered necessary for the ODA Gender Officer to realize more ODA projects that promote gender equality and women's empowerment effectively, according to the questionnaire survey conducted to Japan's overseas establishments. First, cooperation with other aid agencies (45 out of 75 valid responses), second, description of gender initiatives in such as

⁵⁹ According to an interview with JICA on 28 November 2019, the Advisory Council is closed since 2018, in order to reexamine its function at JICA. Advisory Committee on Gender and Development still exist but not organized periodically.

⁶⁰ Interview with JICA on 28 November 2019. According to JICA (2019) "Report on Performance in Fiscal Year 2018", gender training in fiscal year 2017 was conducted 6 times, with a total of 43 participants. (Japanese Only)

Country Development Cooperation Policies and Rolling Plans (28/75), and third, capacity building of the ODA practitioners (23/75).

In terms of effectiveness of the ODA schemes for promoting gender equality and women's empowerment, Grant Assistance for Grass Roots Human Security Projects and Technical Cooperation Projects (47 each/75) and contribution to international organizations (46/75) are regarded as highly effective schemes. Other answers include "the international organizations and NGOs have specialized knowledge" and "because good analysis and understanding of local circumstances are essential, it is desirable to cooperate with the NGOs and international organizations operating locally".

Few selected ODA loans (2/75) and grant aid (9/75) as effective scheme for gender equality and women's empowerment. Those who selected these answers described that "contribution to gender equality should be mandatory even if the projects do not have gender equality as the main objective (such as grant aid)", and "although infrastructure development projects have been regarded as gender neutral, there are already good practices which contributed for the promotion of gender equality and women's empowerment. It is therefore necessary to bring gender perspective more in the infrastructure projects".

(ii) Gender Mainstreaming during Project Formulation Process

The ODA Task Force, consisting of Japan's overseas establishments and JICA's overseas offices, screens the ODA applications from the recipient countries. Gender dimension is one of the screening criteria⁶¹.

The screened applications will then be reviewed once again at MOFA and JICA headquarters. ODA applications coming to JICA that are likely to be adopted are circulated to the Office for Gender Equality and Poverty Reduction. The Office assesses the applications from gender perspectives and provide advices. However, it is not a mandatory requirement to take in the advices, thus, whether to reflect the advices depends on the budgetary constraints and the person in charge. As a result, there is unevenness in the approaches: some projects address the gender issues following the advices, while some limit to observing the ratio of women's participation⁶².

In addition, the Office for Gender Equality and Poverty Reduction expanded the coverage of screening to all projects implemented by JICA, including Public-Private Partnerships and JICA Partnership Program, regardless of the amount and types of assistance. The Office reviews about 900 project documents

⁶¹ Screening points is not only about gender but also other aspects such as environment-social aspect and impact on poverty reduction etc.

⁶² Interview with JICA on 18, 20, and 14 September 2019

annually as efforts to ensure incorporation of the gender perspective at all phases of projects (formulation, implementation, and monitoring) thereby promoting gender mainstreaming.

(iii) Gender Mainstreaming during Project Implementation

According to the JICA officials, working environment to integrate gender perspective is in place. At JICA, manuals and references on good practices on gender mainstreaming that were developed by the Office for Gender Equality and Poverty Reduction are available on the JICA's internal website. The Office for Gender Equality and Poverty Reduction is considered well-functioning as the advisory office for gender mainstreaming⁶³. Although there are some remarks in the interviews that there are some who think that a gender-responsive project entails extra workload such as an additional survey and analysis, the majority of the officials met through the interviews commented: "it is very natural to consider gender equality and act for it" and "we can produce better results if we integrate the gender aspect carefully into projects"⁶⁴.

One interviewee commented that "it may be the time to review gender initiatives once again, because the idea of gender mainstreaming has become so much a 'commonsense' compared with the 1990s when it was loudly proclaimed, and there is a possibility that projects may be conducted without the deep consideration on gender issues".

(3) Monitoring and Evaluation

Regular monitoring of the policy implementation is conducted basically by checking the progress of Japan's pledges. MOFA reports project names, sector and amounts to the OECD periodically. MOFA can confirm the progress utilizing this mechanism. Regarding the number of beneficiaries, it is usually carried out through requesting information from the ongoing projects⁶⁵. Nonetheless, confirmation of the progress of pledges alone is not enough to evaluate the extent of achievement in the focus area described in the ODA policies for gender equality and women's empowerment.

It is necessary to set targets and prepare action plans to monitor policy implementation effectively, however, neither the "Initiative on GAD" nor the "Development Strategy for Gender Equality and Women's Empowerment" set a

⁶³ Interview with JICA on 19-20 September and 2 October 2019

⁶⁴ Interview with JICA on 20 September and 3 October 2019

⁶⁵ For example, a survey was conducted to consultancy companies who were conducting vocational training projects in February 2019. The survey was to monitor the progress of the commitment on women's capacity development through vocational training made at G7 Schloss Elmau Summit.

concrete target and action plans toward its visions and priority initiatives⁶⁶. This was also pointed out in the “OECD Development Co-operation Peer Reviews: Japan (2014)”.

JICA has set a high target for the share (in value terms) of gender-responsive projects in its Medium-term Objectives⁶⁷ and taking thorough measures through the provision of advices at every phase of ODA projects to achieve the target⁶⁸.

(4) Donor Coordination

According to the questionnaire survey to Japan's overseas establishments, majority (45 out of 75 valid responses) indicated that cooperation with other aid agencies is important to promote implementation of gender-responsive projects. Forty-eight diplomatic establishments responded that there are regular or non-regular meetings among aid agencies specifically on gender issues, of which 38 establishments said they participate in these meetings every time or once every 2-3 times.

The most frequent response about the actual collaboration that took place as a result of such communications is joint project implementation (33/75). The potential partners to be for Japan's overseas establishments are international organizations (43/75) and local NGOs (29/75).

(5) Public Relations and Information Disclosure

(a) Public Relations and Information Disclosure in Japan and International Community

The Government of Japan discloses information about ODA for gender equality and women's empowerment through such as MOFA's “White Paper on Development Cooperation” and “JICA Gender Mainstreaming Promotion -Annual Report”. Access to such information from the international community is also secured through the English edition of the White Paper and regular reporting to OECD-DAC on the achievement of Japan's ODA including the field of gender equality and women's empowerment, which is open to public on the OECD-DAC website.

Public relations of Japan's ODA for gender equality and women's empowerment is conducted mainly by MOFA headquarters and JICA. The MOFA carries out publicity through events such as the World Assembly for Women, which started in 2014 and held every year, as well as through the ODA e-mail

⁶⁶ Japan's Initiative on Women in Development (1995), the former ODA policy on gender, indicated some reference amount for basis of target setting in the section “Japan's Scale of Assistance”.

⁶⁷ JICA's Medium-term Objectives (FY2017-2021) set 40% share of gender-responsive projects (amount-base) as target, which is twice the result (20%) of the previous Medium-term Objectives (FY2012-2016)

⁶⁸ Interview with JICA on 18 September 2019

magazine and website. In addition, JICA publishes monthly communication magazine “*mundi*”, and features gender equality and women’s empowerment in its March edition in conjunction with the International Women’s Day. JICA also utilizes website and social networking services (SNS) to publicize JICA’s initiatives and projects.

Toward the international community, especially since the General Assembly of the United Nations in 2013, Japan has been publicizing Japan’s initiatives for ODA promoting gender equality and women’s empowerment utilizing the occasions of international conferences that have strong influence on the international community such as the G7 Ise-Shima Summit and the World Assembly for Women.

(b) Public Relations in Recipient Countries

Japan’s overseas establishments do not systematically publicize exclusively the ODA for gender equality and women’s empowerment. Publicizing, especially when it comes to the Gender Significant projects, usually focuses on the project’s primary purpose rather than gender aspects.

For example, the main project purpose of the OVOP Phase 3 in Kyrgyz is regional development, and that of SHEP PLUS in Kenya is improvement of farmers’ livelihoods. While public awareness of the project is very high in both countries through proactive publicizing the achievement of the project’s main objective, little is known about the projects’ contribution to the promotion of gender equality and women’s empowerment.

It is evident through interviews and website information that Japan’s overseas establishments are actively working on public relations, such as organizing ODA press tours, publicizing using SNS and publishing articles featuring ODA that promotes gender equality and women’s empowerment from time to time.

According to the questionnaire survey to Japan’s overseas establishments, publicity in the recipient countries needs to be strengthened to increase awareness and understanding on Japan’s ODA for gender equality and women’s empowerment, expecting that such awareness will then enable more effective implementation of gender-responsive projects.

(6) Appropriateness of Implementation and Monitoring Process in Field Study Countries

As Chart 24 shows, implementation structure and process of Japan’s ODA in field study countries, Kyrgyz and Kenya, are generally appropriate, but leave some challenges.

(a) Implementation Structure

Implementation structures of Japan's ODA in Kyrgyz and Kenya are generally appropriate. The ODA Task Force functions, and meetings on assistance policies and project formulations have been held at the appropriate timing in both Kyrgyz and Kenya. Appropriate numbers of ODA Gender Officer (Embassies of Japan) and Managing Director and Gender Focal Point (JICA's overseas offices) are assigned in both countries.

(b) Implementation Process

As Chart 24 shows, the implementation process in Kyrgyz and Kenya is generally appropriate, although some challenges remain. Information on "Development Strategy for Gender Equality and Women's Empowerment" was delivered from MOFA to embassies of Japan and JICA headquarters to JICA's overseas offices in a timely manner in both countries. Also, the needs of the recipient countries are continuously collected through regular communication with the relevant ministries (Kyrgyz: Ministry of Economy, Kenya: The National Treasury).

On the other hand, the communication line between Japan and the ministries dealing with gender issues (National Machinery) is not concrete in Kyrgyz and Kenya. This is one of the reasons why the ministries of both countries did not recognize OVOP Phase 3 and SHEP PLUS as Japan's ODA projects for gender equality and women's empowerment.

In both countries, information sharing related to gender equality and women's development of the recipient countries was limited because Japan did not actively participate in donor agencies' meetings on gender issues. As a result, governments of recipient countries and international organizations did not consider Japan to be actively involved in the area of promoting gender equality and women's empowerment⁶⁹. As the reasons for these facts, 2 issues were raised by the ODA Gender Officers in both countries: (1) specific actions which should be taken and the priority were not clear because issues related to gender equality and women's empowerment are not in the "Country Development Cooperation Policy" and (2) the role as ODA Gender Officer tends to have less priority than compared to his/her main tasks.

As for the public relations, the Evaluation Team confirmed the regular

⁶⁹ As a result of interview survey in Kyrgyz and Kenya, (8-10 and 15-16 October 2019) UNDP, USAID, DFID, Korea International Cooperation Agency (KOICA) have been recognized as active donor agencies of gender equality and women's empowerment because of active implementation of Gender Principle projects and mandatory of gender activity

publicizing activities in both Kyrgyz and Kenya. The Embassy of Japan in Kyrgyz has actively carried out press release and has OVOP Phase 3 at the head of the list, Japan's ODA is reported in the local media. However, OVOP Phase 3 tends to be reported as the successful case of regional economic development, one of Kyrgyz's priority issues, rather than an effort to promote gender equality and women's empowerment by Japan. The Embassy of Japan in Kenya also has made efforts to promote Japan's ODA for gender equality and women's empowerment such as follow up meeting of the World Assembly for Women in 2017.

Chart 22 Implementation Process in Kyrgyz and Kenya

		Kyrgyz	Kenya
Implementation structure	ODA Task Force	The ODA Task Force functions. It classifies gender equality projects in the stage of needs survey	The ODA Task Force functions. It classifies gender equality projects in the stage of needs survey
	ODA Gender Officer in embassies of Japan	1 ODA Gender Officer is assigned.	1 ODA Gender Officer is assigned.
	Support from MOFA to ODA Gender Officers	Document related to the role of ODA Gender Officer was distributed.	Seminar on gender mainstreaming was included in the pre-assigned training.
	Managing Director and Gender Focal Point in each JICA's overseas offices	1 Managing Director and 2 Gender Focal Points are assigned.	1 Managing Director and 3 Gender Focal Points are assigned. Moreover, 2 local staffs are in charge of gender issue.
	Support from JICA Headquarters to the Managing Director and Gender Focal Point	Meetings of the Managing Director and Gender Focal Points are held regularly in order to share the information on recent trends in gender and development, current status, issues, and initiatives of gender mainstreaming in JICA programs. Also, trainings on gender mainstreaming for local staffs are held regularly.	Meetings of the Managing Director and Gender Focal Points are held regularly in order to share the information on recent trends in gender and development, current status, issues, and initiatives of gender mainstreaming in JICA programs. Also, training on gender mainstreaming for local staffs are held regularly.
Project implementation process	Transmission of details on "Development Strategy for Gender Equality and Women's Empowerment" from MOFA to Embassies of Japan/ JICA Headquarters to JICA's overseas offices	Embassy of Japan : Information was received. JICA's overseas office : Information was received.	Embassy of Japan : Information was received. JICA's overseas office : Information was received.
	Reflect development issues and needs related to gender equality and women's development of the recipient countries on JICA Country Analysis Paper (JCAP)	Issued in 2012 (To be revised in FY 2019) Gender issues are included.	Issued in 2018 Needs related to the gender issue of the government of Kenya are reflected.
	Integrating gender perspective in the country assistance policy and planning	Issued in 2012. The Country Assistance Policy will also be revised after the revision of JCAP in FY 2019. Health sector will be added as priority area in this revision, but the description method has not been decided yet.	Issued in 2012. (To be revised in 2020) The contents of the Big 4 will be reflected in the latest revision. Gender issues will not be in the main pillar of the Country Assistance Policy, but assistance to address gender issues will be continued as a cross-cutting issue.
	Meeting on the policy with recipient countries	It is held with the Ministry of Economy. Request for assistance on gender issues is not raised, and the Embassy of Japan has not actively encouraged the implementation of gender issues.	It is held with the National Treasury.
	Communication and cooperation with the national machinery in the recipient countries	Communication and cooperation are not implemented. Ministry of Labor and Social Development , national machinery of Kyrgyz does not grasp the information of Japan's ODA.	Communication and cooperation are not implemented. Ministry of Public Service, Youth and Gender Affairs, national machinery of Kenya does not grasp the information of Japan's ODA.
	Implementation as ODA Gender Officers in embassies of Japan	No initiatives have been made.	Initiatives tend to be made in the sector in which the ODA Gender Officer takes in charge.
	Communication between JICA Headquarter Office for Gender Equality and Poverty Reduction and JICA's overseas offices	JICA Headquarter Office for Gender Equality and Poverty Reduction functions as an advisory office to provide technical input of gender issues to JICA's overseas offices	JICA Headquarter Office for Gender Equality and Poverty Reduction checks Ex-ante Project Evaluation
Monitoring	Continuous grasps of the needs related to gender equality and women's development of the recipient countries	Active collection of the needs of the recipient countries has been made through communication with the Ministry of Economy. Communication with counterpart agencies is also active regarding individual projects.	Active collection of the needs of the recipient countries has been made through communication with the National Treasury. Communication with counterpart agencies is also active regarding individual projects.
Communication with other donor agencies	Communication with other donor agencies	Meetings on gender issues organized by UN agencies are held irregularly, but neither the Embassy of Japan nor the JICA's overseas office participates. However, Special Researcher in charge of coordination with international organizations and donor agencies in Embassy of Japan participates Development Partners' Coordination Council which is a monthly meeting attended by representatives of donor agencies.	Donor agencies' monthly meeting of working group on gender issues is held, but neither the Embassy of Japan nor the JICA's overseas office participates. However, information sharing has been made with individual donor agencies.
Public Relations	Public relation in Japan	Public relation is being carried out.	Public relation is being carried out.
	Public relation in recipient countries	Public relation is being carried out.	Public relation is being carried out.

Note: "Big Four" is composed of four priority areas of financial policy introduced ahead of

Kenya's "Third Medium-term Plan" by President Uhuru Muigai Kenyatta. The four priority areas are: Food Security and Nutrition, Affordable Housing, Enhancing Manufacturing and Universal Health Coverage⁷⁰.

Source: Prepared by the Evaluation Team based on the source as follows:

JICA Headquarters (East and Central Asia Department and Africa Department), Embassies of Japan and JICA's overseas offices in Kyrgyz and Kenya, Ministry of Labor and Social Development in Kyrgyz, Ministry of Public Service Youth and Gender in Kenya

(7) Evaluation Result of Appropriateness of Processes

【Rating B: Satisfactory】

In this section, the following points are examined in order to evaluate the appropriateness of the processes: (1) Formulation process of the "Development Strategy for Gender Equality and Women's Empowerment", (2) ODA implementation process, (3) Monitoring and evaluation, (4) Donor coordination and (5) Public relations and information disclosure. Most points are concluded as appropriate and thus evaluated as 'B: Satisfactory'.

With regard to point (1), the policy formulation process involved interview with various stakeholders such as external experts and other ministries, and thus considered appropriate. As for (2), although there are voices expecting clearer instructions and more resource allocation for further promotion of gender-responsive projects, following aspects are found appropriate: reflection of the gender aspect in the country specific ODA policies, the implementation structure at the MOFA and JICA, and gender mainstreaming initiatives taken throughout the process of project formulation to implementation. (3) Monitoring and evaluation is partially unsatisfactory. This is mainly due to the lack of concrete target nor action plan, which makes effective monitoring difficult. (4) Donor coordination found various collaborations with international organizations and NGOs, and thus considered appropriate. (5) There is space to enhance the publicizing of Japan's contribution to the gender issues particularly in the recipient countries where the projects are implemented. Yet, it should be highly evaluated in terms of Japan's effort to publicizing internationally through G7, G20 and also organizing World Assembly for Women.

3-2 Evaluation from Diplomatic Viewpoints

【Outlines of Evaluation Results】(Evaluation from Diplomatic Viewpoints)

(1) Diplomatic Importance

Gender equality and women's empowerment is indispensable for peace and stability in the international community and for achieving the SDGs, and therefore attracting more international attention recently. Japan has been consistently implementing ODA for gender equality and women's

⁷⁰ JICA (2018) "The Republic of Kenya JICA Country Analysis Paper (JCAP)"

empowerment for peace and stability in the international community and contributing to building a safe society for women and girls. In addition, it is observed that ODA projects for infrastructure development integrating gender perspective have promoted women's access to social services and women's educational opportunities. As Japan proactively implements such initiatives and produces quality results, it will contribute to a favorable business environment for the Japanese companies operating internationally, from the viewpoint of responsible supplier management and securing competent female employees. Considering the above, the Evaluation Team concluded that there is a significant diplomatic importance.

(2) Diplomatic Impact

The Government of Japan made pledges to support gender equality and women's empowerment in line with its national initiative to make Japan a country where women shine. These pledges have been fulfilled firmly. ODA, in collaboration with aid agencies, and steady achievement of the pledges the Government of Japan made, have led to an increase in Japan's presence in the international community. In terms of strengthening bilateral relations, for example, the regional development projects that incorporate gender perspectives implemented in Kyrgyz have produced positive outputs such as job creation and livelihood improvement for rural women. This contributed to strengthening the ties between the two countries. It is confirmed that ODA also provides opportunities for both developing countries and Japan to learn from each other. For example, training programs for African female entrepreneurs have also enhanced capacity of Japanese female entrepreneurs through exchanges. Proactive public relations will be the key for further expansion of such a diplomatic impact. Overall, the diplomatic impact is confirmed high.

3-2-1 Diplomatic Importance

(1) Peace and Stability in the International Society

The "ODA Charter" positions peace building as one of its priority areas and the "Development Cooperation Charter" places promoting human security as one of the basic policies. In line with such ODA policies, the "National Action Plan for UNSCR1325" was developed in 2015. The annual report of the National Action Plan for UNSCR 1325⁷¹ confirms that Japan has been taking initiatives to create safe communities for women and girls and steadily contributing to the promotion of women's participation in social and economic activities in the countries

⁷¹ MOFA (2017-19) Annual Reports on National Action Plan on Women, Peace and Security

affected by conflicts such as in Sudan, Cote d'Ivoire and Nepal.

Japan also supports the PSVI and has worked to strengthen the judicial system and the capacity of judicial personnel in the conflict affected regions. For instance, training of the female police officers of Afghanistan to capacitate them for the protection of victims of GBV and prosecutions of the perpetrators has been implemented for several years and progresses were made steadily⁷². Furthermore, Japan contributes as one of the top donors for the Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict (OSRSG-SVC)⁷³ to strengthen the judicial system for prosecuting sexual assaults in the Democratic Republic of the Congo, Somalia, Central African Republic, Jordan and Iraq.

(2) For the Prosperity in International Community

The United Nation General Assembly adopted “Transforming our World: The 2030 Agenda for Sustainable Development” in September 2015. It clearly states: “Realizing gender equality and the empowerment of women and girls will make a crucial contribution to progress across all the goals and targets” and “the achievement of full human potential and of sustainable development is not possible if one half of humanity continues to be denied its full human rights and opportunities⁷⁴”. Besides, economic losses caused by the gender inequality have been repeatedly pointed out in the reports of various international organizations⁷⁵.

Japan has endeavored to eliminate gender inequality through implementation of ODA that promotes gender equality and women’s empowerment, as illustrated in the section of Effectiveness of Results. For instance, an ODA project to develop infrastructure which had integrated gender perspective contributed to the expansion of the women's activities and enabled them to access to various social services. Other than that, Japan’s ODA has been promoting gender equality and women’s empowerment in various fields such as the economic and labor participation, health, and education. Hence, it can be concluded that Japan’s ODA integrating the gender perspective is contributing to the sustainable growth and prosperity in the international community.

(3) Prosperity of Japanese Citizens and Business

⁷² MOFA (2017-19) “Annual Reports on National Action Plan on Women, Peace and Security”

⁷³ MOFA (2019) “Make the world where women shine, from Japan to the world, from world to Japan 3rd Edition” (Japanese only)

⁷⁴ UN (2015) “Transforming Our World: The 2030 Agenda for Sustainable Development”

⁷⁵ UNFPA, etc., (2015) The Egypt Economic Cost of Gender-Based Violence Survey (ECGBVS) 2015, UNDP (2016) Africa Human Development Report 2016, World Bank Group (2018) Unrealized Potential: The High Cost of Gender Inequality in Earnings

In today's globalizing world, companies' initiatives for achieving the SDGs and responsible supply chain management including client corporations' consideration of gender equality and human rights are also key determinants of the corporate value. Under such circumstances, when Japanese companies expand business overseas, whether the company considers gender equality in their business operation becomes a key element for company's sustainable growth and improvement of its social status. Therefore, the countries where women play active roles have an attracting feature for companies considering overseas business expansion.

As described in the section on the Effectiveness of Results, Japan's ODA for gender equality and women's empowerment has impacted on the expansion of opportunities of women's education and vocational training and the promotion of women's entrepreneurship and social advancement.

Numerous surveys and studies have already proved that diversity in business management, including employment of women, can lead to improved business performances⁷⁶. If Japanese companies can hire competent women in the developing countries where they operate, this may contribute to their business growth. Therefore, the Evaluation Team considers that creating an environment that promotes gender equality and women's empowerment through Japan's ODA is favorable not only for the socio-economic benefit of recipient countries but also for Japanese companies which operate overseas, especially in these recipient countries, which may then contribute positively on the Japanese economy.

3-2-2 Diplomatic Impact

(1) Enhancing Japan's Presence in International Community

It can be said that Japan has increased its presence in the international community since 2013 through steady execution of the pledges Japan made.

Japan expressed its respect to the UN Women's activities and promised to become one of its leading contributors in the address made in the UN General Assembly in 2013. Since then, Japan have largely increased its contribution⁷⁷. When the Evaluation Team visited UN Women in Kenya, they expressed deep appreciation to the contribution of Japan to UN Women to Kenya which has made

⁷⁶ Ministry of Economy, Trade and Industry Website "METI Journal 2014 Why does "diversity" make companies stronger?", World Bank (2012) World Development Report- Gender Equality and Development, Nitta, T. and Nakata R., (2019) "*Ingasuiron ni yoru 'Nadeshiko-kei Kigyou' no shin no jitsuryoku*" (in Japanese: Nadeshiko Brand company's true ability -from causal inference analysis), Daiwa Research Institute Report, December.

⁷⁷ Contribution from Japan was USD 2 million in 2013, which became USD 24 million in 2018. UN Women opened its office in Tokyo in 2015.

a significant impact on women, peace and security in the country and region.

Moreover, Japan has been working to assist Sri Lankan government as its partner country under the decision of the G7 Women, Peace and Security Partnership Initiative since 2017.

The questionnaire survey to Japan's overseas establishments describes some ODA projects that led to improve Japan's presence in the international community and to enhance ties between Japan and recipient countries or other donor countries through collaboration with the international organizations (See box below).

Box: Cases which strengthened relations with the international community and recipient countries / regions

Japan funded a grant aid project through UNDP aiming to empower women in the event of disaster. The Cabinet members of two target countries have expressed their appreciation to Japan. It is considered that the ODA assisted to increase Japan's diplomatic presence. (Latin America)

Through a joint project with UN Women, Japan's presence in promoting women's empowerment increased and recognition toward Japan's efforts seemed to be improved among both governmental and international organizations. In addition, through this project, the ties between Japan and the ministry in charge of promoting gender equality has been strengthened (Asia)

Japan provided an emergency assistance in collaboration with international organizations for the women and girls affected by the violent extremist group. The project is highly appreciated by the recipient country and international community, showing Japan's effective contribution. It is considered that this has impacted to strengthening bilateral relations and increasing the credibility of Japan's contribution toward women's empowerment. (Africa)

(2) Strengthening Relationship with Recipient Countries

In Kyrgyz, the OVOP Phases 1-3, which are categorized as Gender Significant projects, have brought not only the promotion of local industry but also job creation and income generation opportunities for the rural women.

The project has been well known in Kyrgyz due to its excellent achievements. The President of Kyrgyz expressed appreciation for Japan's cooperation during his site visit in the OVOP Phase 3 in September 2019.

One of the key success factors of the OVOP project is the integration of the gender perspective, and it can be said that Japan's efforts in promoting gender equality and women's empowerment contributed to building bilateral relations between Japan and Kyrgyz.

In addition to such success stories from the field study countries, more stories of successful projects that are highly appreciated by the governments of recipient countries were shared through the questionnaire survey (see Box 3-2-

2 (1)).

(3) Contribution to the Japan's Prosperity

Although ODA is primarily for the developing countries, it can also create opportunities to learn from each other through the cooperation. This can lead to benefits for Japan's society and economy. For example, since 2014, the Africa-Japan Business Women Exchange Training Program⁷⁸ has been implemented jointly by Yokohama City in collaboration with JICA. As a result of this initiative, it has contributed to training not only African women entrepreneurs, but also Japanese women business leaders.

(4) Publicity to Enlarge the Diplomatic Impact

Japan's ODA for gender equality and women's empowerment, which greatly considers the situation of the project site, has produced high-quality results, and plenty of good practices have been accumulated.

However, it became clear through the field survey that although there were markedly successful projects in Kenya and Kyrgyz, little was known to the government agencies that Japan's ODA contributes to gender equality and women's empowerment.

Japan should publicize more about its solid efforts as a member of the international community, to contribute to gender equality and women's empowerment, which are attracting increasing attention internationally in recent years. By enhancing public relations, it is expected that Japan can establish its international presence as a key contributor to the gender issues.

Chapter 4 Recommendations

(1) Build Japan's Flagship⁷⁹ Gender-responsive Projects

To formulate projects aiming at promoting gender equality and women's empowerment and to put them forward to Japan's ODA as Japan's flagship projects for promoting 'toward a society in which all women shine'.

(2) Apply Results-based Management to ODA Policies for Women's Empowerment

To apply results-based management to the "Development Strategy for Gender Equality and Women's Empowerment" upon its revision, so as to concretize it as an action plan.

⁷⁸ JICA Website-"News -'African Woman Entrepreneurs Discuss Perspectives, Solutions at JICA-Sponsored Panel Discussion'" https://www.jica.go.jp/english/news/field/2013/140312_01.html

⁷⁹ Flagship means the function of showing the organization's policy and philosophy. In this report, 'Flagship projects' can be rephrased as 'Best practice projects'.

(3) Increase Recourses and Reinforce the Organizational Structure for Women's Empowerment

To increase resources in personnel and budgets and reinforce the system to realize the 2 recommendations above.

It is highly evaluated that Japan raised “toward a society in which all women shine” as a policy objective and implemented development assistance which was promised at the World Assembly for Women. Reflecting its effort and contributions, results of this evaluation, namely, “Evaluation of Japan’s ODA for Women’s Empowerment” are high as a whole.

However, it does not mean that this Evaluation Team admits the current situation of Japan’s ODA for women’s empowerment completely positively. This is because it was found through the field survey that Japan’s contributions in this area were not recognized by the people in the field study countries even though the Government of Japan tried to promote women’s empowerment through World Assembly for Women and G7. In the field study countries, both Kyrgyz and Kenya, the Evaluation Team did not find any recognition of Japan’s leadership for promoting women’s empowerment from interviewees of government organizations and donor agencies. Background of this situation is as follows:

Original objectives of the OVOP in Kyrgyz and the SHEP in Kenya, which were picked up as ODA’s best practices for gender equality and women’s empowerment explained in the section 3-1-2 are regional development and capacity building of farmers’ organizations. In these projects, women’s empowerment is limited as the second effect. Ministries in charge of these projects are not the ministries dealing with gender issues but the Ministry of Economy (Kyrgyz) and Ministry of Agriculture, Livestock and Fisheries (Kenya). Therefore, governments and donor agencies in both countries do not recognize well these projects’ contributions to women’s empowerment even though they exerted a significant effect on women’s empowerment. This means that Japan’s contributions to women’s empowerment are underestimated, which is not an ideal consequence looking from the ‘diplomatic viewpoints’.

As described, the Evaluation Team considered while Japan’s ODA for women’s empowerment fulfilled promises at World Assembly for Women and G7 and some projects contributed significantly to women’s empowerment, these impacts were not recognized enough by the recipient countries and international community. From this problem recognition, the following recommendations are made:

1. Build Japan's Flagship Gender-responsive Projects

It is expected to formulate flagship gender-responsive projects and to put them forward to Japan's ODA so that Japan, which raises "toward a society in which all women shine" takes leadership in promoting women's empowerment in the international society. The flagship projects are not limited to one-off projects: it rather indicates the projects that embody Japan's advantages and characteristics in promoting gender equality and women's empowerment, which can be applied in multiple recipient countries. By implementation of these flagship projects, Japan's contributions to women's empowerment can be effectively appealed to ministries, which are in charge of gender issues in recipient countries. Also, it will be easier to build a partnership and request information-sharing to other donor agencies, which work for gender equality in recipient countries by showing these flagship projects as major achievements of Japan's contributions to women's empowerment.

These flagship projects should be based on Japan's historical experience on women's empowerment and Japan's experience of assisting other countries' women's empowerment. Such projects can be persuasive on their effectiveness of outputs for recipient countries and can be utilized to differentiate Japan's advantages from other countries' assistance.

Although in the Gender Gap Index (GGI: Implemented by World Economic Forum) ranking of Japan is low⁸⁰, Japan has the experience to promote women's empowerment in its own country. To promote women's rights, legal and institutional improvement was important. Besides, financial empowerment was significant. Women's income increment, which has been implemented in the OVOP in Kyrgyz and the SHEP in Kenya, was a part of the process of financial empowerment of women in Japan after the Second World War⁸¹. In this process, Japan created development methods such as "livelihood improvement movements", "OVOP movements" and "roadside rest areas", which can be transferred to other countries as women's livelihood improvement⁸².

⁸⁰ Japan's ranking of GGI is 121, out of 153 countries in the world in 2019.

⁸¹ Mizuno, M (2005) "Livelihood Improvement' and Development: From the Experience of Postwar Japan (in Japanese: 'Seikatsu Kaizen' to Kaihatsu: Sengo Nihon no Keiken kara)" (Sato, K. and Aoyama, A. (ed.) "Life and Development (in Japanese: Seikatsu to Kaihatsu)" [*Series International Development The Third Volume*], NIPPON HYORON SYA, 2005) Chapter 9, and Sato, H. K. (2005) "'Livelihood Improvement' in Postwar Japan: Its Relevance for Rural Development Today" (Murayama, M. (ed.) *Gender and Development: The Japanese Experience in Comparative Perspective*, Palgrave Macmillan, pp 68-84

⁸² Women's livelihood improvement in livelihood improvement movements should be referred to Mizuno, M. (2003) "Livelihood Improvement Movements in Postwar Japan and Participatory Development (in Japanese: Sengo Nihon no Seikatsu Kaizen Undo to Sankagata Kaihatsu)" (Sato, K. (ed.) "Reexamination of Participatory Development (in Japanese: Sankagata Kaihatsu no Saikento)", Institute of Developing Economies, Japan External Trade Organization, pp 165-18). Women's livelihood

Also, Japan has provided assistances prioritizing the perspective of “human security”⁸³. Among these assistances, there are projects which produced significant outputs, such as anti-trafficking in persons projects whose major beneficiaries were female victims (e.g., Project on Capacity Development on Assisting Victims of Trafficking in the Greater Mekong Sub-regional Countries⁸⁴), anti-GBV projects (e.g., Female Afghan Police Assistance), and gender-responsive disaster risk prevention projects.

Candidates of flagship gender-responsive projects can be the above-mentioned assistances, which were implemented based on Japan’s experience of its own development and ODA. Moreover, the concept of Japan’s ‘flagship gender-responsive projects’ should be sorted out by examining the common advantages and characteristics of these projects. After implementing these projects in some countries and proving them successful, it is expected to utilize these successful cases as the applicable model to other developing countries like “KAIZEN” projects and maternal and child health handbook projects. By this method, Japan’s gender-responsive projects can be expanded to multiple countries.

As explained, it is recommended to formulate flagship gender-responsive projects based on Japan’s experience of its own development and ODA to partner countries.

2. Apply Results-based Management to ODA Policies for Women’s Empowerment

As stated at the beginning of this evaluation report, this evaluation results are expected to be utilized for the revision of “Development Strategy for Gender Equality and Women’s Empowerment” which was developed in 2016. It is recommended to apply ‘Results-based management’⁸⁵ upon this revision to

improvement in One Village One Product Movements should be referred to Inotume, N. (2006) “The Way of Entrepreneurship in Farming Villages from Produce Stands (in Japanese: Nosanbutsu Cyokubaijyo kara Mita Noson Kigyo no Arikata)” (Matsui, K. and Yamagami, S. (ed.) (2006) “One Village One Product Movements and Developing Countries: How Did Japan’s Rural Promotion Transferred (in Japanese: Isson Ippin Undo to Kaihatsu Tojyokoku: Nihon no Chiikishinko wa Do Tsutaeraretaka d?)” Institute of Developing Economies, Japan External Trade Organization, pp 65-89). Kano introduced an example of women’s livelihood improvement in Thailand which was brought from the concept of Japan’s ‘Roadside Rest Areas’: Kano, K. (2005) “Entrepreneurship and Rural Women’s Empowerment: Some Japanese and Thai Cases”, (Murayama, M. (ed.), (2005) *Gender and Development: The Japanese Experience in Comparative Perspective*, Palgrave Macmillan, pp 85-116).

⁸³ “Human security” is the concept which was proposed by UNDP in 1994. Since the Minister of Foreign Affairs, Mr. Obuchi (of the day) announced to value this philosophy and the establishment of ‘the United Nations Trust Fund for Human Security’ in 1998, it has been placed as the basic perspective of Japan’s international cooperation.

⁸⁴ The project has been awarded by the Thai government for its contribution to trafficking in Thailand JICA (2019)” Newsletter on Gender Equality and Poverty Reduction Vol.7” (Japanese only)

⁸⁵ The United Nations Development Group (2011) “Results-Based Management Handbook -Harmonizing

make this strategy more concrete and work as an action plan.

It was MDGs which fully introduced results-based management for the first time in the field of international development. Since poverty reduction rapidly progressed during the target period of MDGs, SDGs which came after MDGs also introduced many numerical targets. Through these experiences, the significance of results-based management is recognized internationally. Results-based management in this recommendation means the management system which sets quantitative indicators to achieve the target and rules for actions (e.g., obligatory gender analysis before the implementation of projects, development of gender action plans for the projects which meet certain criteria), conducts interim monitoring during implementation and evaluates the achievement at the set deadline. The lack of systematic results-based management in Japan's ODA was pointed out by the peer review of OECD in 2014 and this is the issue of the whole ODA of Japan⁸⁶.

The target amount of assistance for the education of women and girls and priority areas of "Development Strategy for Gender Equality and Women's Empowerment" was announced at the second and third World Assembly for Women. It was already stated in this report that this target was achieved. Such numerical targets for the assistance of priority areas were already introduced. In addition to the numerical targets limited to the priority areas, introducing these for ODA as a whole would be significant, because gender is considered as the cross-cutting issue in the whole ODA.

To apply results-based management effectively, other donor agencies have good examples. As stated in detail in 2-1-2, some donor agencies set numerical targets and rules for actions on gender mainstreaming and disclose information on their progress. For example, the World Bank makes it obligatory to include a gender perspective in Country Assistance Strategies. ADB sets numerical targets of the proportion of gender-responsive projects to the whole amount of assistance and makes it compulsory to develop gender action plans for Gender Principal projects (this is an example of 'rules for actions'). UNDP sets up the rule to allocate more than 50% of the budget to gender-responsive activities. Also, USAID, GAC and SIDA oblige all projects to conduct gender analysis before the implementation of the projects (this is another example of 'rules for actions').

In Japan, JICA stated in the 4th Medium-term Objectives (FY 2017 – FY 2021)

RBM Concepts and Approaches for Improved Development Results at Country Level"

⁸⁶ OECD (2014) "OECD Development Co-operation Peer Reviews: Japan 2014", OECD Publishing, pp. 69-70. '(3) Monitoring and Evaluation' in '3-1-3 Appropriateness of Processes' in this report should be referred, too.

that they try to make development assistance projects appropriate from the perspective of gender equality and women's empowerment at the stage of project planning, implementation and after completion and set up a numerical target, that is, 40% of assistance in value terms should be gender-responsive projects. JICA already applies this target and conducts various attempts to achieve this target. Due to this effort, the proportion of gender-responsive projects has increased⁸⁷.

As described, it is highly effective and meaningful to apply results-based management and set numerical targets and rules to monitor ODA policy and projects for the gender sector.

3. Increase Recourses and Reinforce the Organizational Structure for Women's Empowerment

The third recommendation is for reinforcing the first and the second recommendations. To realize the first recommendation, it is necessary to conceptualize Japan's experience on its development and assistance in the gender sector as flagship projects which can be applied to many developing countries' gender-related issues. Also, to realize the second recommendation, additional human and financial resources are required to adhere to the rules which are set as part of the results-based management and to achieve the numerical targets. Moreover, the reinforcement of the organizational system will be needed. For instance, in case Japan aims to set rules such as the development of gender action plans or obligatory gender analysis before all projects' implementation, additional human resources and the reinforced organizational structure will be necessary to implement these rules. Simultaneously, recruitment and nurture of gender officers who are familiar with gender-related issues in recipient countries and areas, and the specialized area such as trafficking in persons and GBV. For example, USAID places gender officers according to the budget size of the field offices in recipient countries. Also, ADB assigns a gender officer for each region, who analyzes a proposal whether it can contribute to solving gender-related issues or not when a new project is formulated in each country.

Japan advocates the policy, "toward a society in which all women shine" and announced to take leadership in the area of gender equality and women's empowerment. To realize this declaration and the ideal of "a society in which all

⁸⁷ According to "Project Performance Report 2018", JICA (2019), the proportion of gender-responsive projects was 55% in 2017 and 81% in 2018.

women shine” in the international society, it is required to reinforce the human and financial resources and to strengthen the system which utilizes these resources effectively.

Expected agencies in charge and the time frame of the above recommendations are shown in the chart below.

Chart 23 Expected Organizations In Charge and Time frame for Implementation of Recommendations

	Implementation/ Support Organizations				Period for Implementation	Importance
	Headquarters		Field			
	MOFA	JICA	Embassy of Japan	JICA Country Office		
1. Build Japan's Flagship Gender-responsive Projects	◎	◎	○	○	Medium-term	◎
2. Apply Results-based Management to ODA Policies for Women's Empowerment	◎	○			Medium-term	◎
3. Increase Recourses and Reinforce the Organizational Structure for Women's Empowerment	◎	◎			Short- or Medium-term	◎

Note 1 Implementation/ Support Organization: ◎…Implementation organization, ○…Support organization

Note 2 Period for Implementation: Short-term… Within 1-2 years, Medium-term… Approximately 3 – 5 years, Long-term…More than 5 years

Note 3 Importance: ◎…High, ○…Medium

Source: Prepared by the Evaluation Team