

Third Party Evaluation Report 2020
Ministry of Foreign Affairs of Japan

**Evaluation of Japan's Individual Grant Aid
(Economic and Social Development Program
for the Hashemite Kingdom of Jordan
in the Fiscal Year 2015)**

March 2021

Chief Evaluator: SATO Kan Hiroshi, Chief Senior Researcher,
Research Operations Department, Institute of Developing
Economies, Japan External Trade Organization
(IDE-JETRO)

Japan Techno Co., Ltd.

Preface

This report is an Evaluation of Japan's Individual Grant Aid (Economic and Social Development Program for the Hashemite Kingdom of Jordan in the Fiscal Year 2015), and was commissioned to Japan Techno Co., Ltd. by the Ministry of Foreign Affairs of Japan (MOFA) in the fiscal year 2020.

Since its commencement in 1954, Japan's Official Development Assistance (ODA) has contributed to the development of partner countries while tackling global issues. Today, the international community acknowledges the necessity to improve the effectiveness and efficiency of ODA. MOFA regularly conducts ODA evaluations, of which most are conducted at the policy-level with two main objectives: to improve the management of ODA, and to ensure its accountability. These evaluations are commissioned to external third parties to enhance transparency and objectivity.

The objective of this evaluation was to conduct a project-level review of Japan's Individual Grant Aid (Economic and Social Development Program for Jordan in the Fiscal Year 2015) and to produce recommendations and lessons learned to improve project planning for the effective and efficient implementation of future assistance by the Government of Japan. For accountability purposes, the results in their entirety are available to the general public.

The Evaluation Team in charge of this study consisted of Mr. SATO Kan Hiroshi, Chief Senior Researcher, Research Operations Department, Institute of Developing Economies, Japan External Trade Organization (IDE-JETRO), and consultants of Japan Techno Co., Ltd. Mr. Sato served as a chief evaluator and provided guidance and supervision in the entire evaluation process. In addition, to complete this study, we have received support from MOFA, the Japan International Cooperation Agency (JICA), the ODA Task Force, and the Japan International Cooperation System (JICS), as well as government agencies, project implementation agencies, and other donors in the Hashemite Kingdom of Jordan. 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 necessarily reflect the views or positions of the Government of Japan.

March 2021

Japan Techno Co., Ltd.

Note: This English version is a translation of the Japanese Evaluation Report of Japan's Individual Grant Aid (Economic and Social Development Program for Jordan in the Fiscal Year 2015).

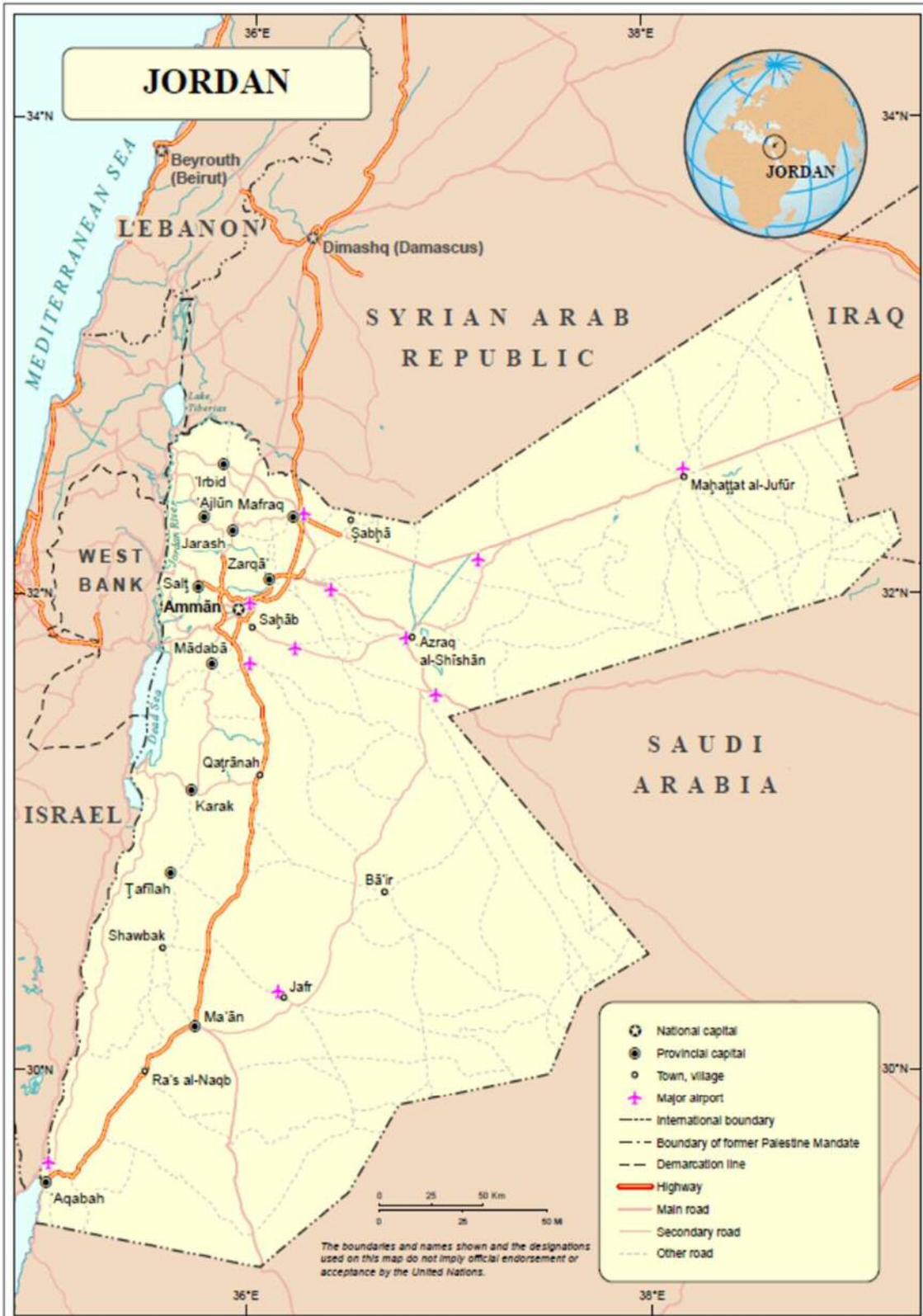
Contents

Preface	
Contents	
Abbreviations	
Location Map of Recipient Country	
Chapter 1 Background, Objectives and Evaluation Framework.....	1
1-1 Evaluation Framework	2
1-2 Evaluation Methodology.....	4
1-3 Restrictions on the Evaluation Studies (COVID-19 Impact)	5
Chapter 2 Outline of the Evaluated Project	6
2-1 Outline of the Recipient Country	6
2-2 Outline of the Evaluated Project.....	7
Chapter 3 Evaluation Results	9
3-1 Development Viewpoints.....	9
3-1-1 Relevance of the Project	10
3-1-2 Effectiveness of Results	20
3-1-3 Appropriateness of Processes	26
3-2 Diplomatic Viewpoints.....	30
3-2-1 Diplomatic Importance.....	30
3-2-2 Diplomatic Impact	31
Chapter 4 Recommendations.....	33
4-1 Necessity of Adequate and Careful Explanation for the Project	33
4-2 Enhancing Performance Management through Introduction of Objective Framework	34
4-3 Implementation of Effective Public Relations Activities	35
4-4 Monitoring and Measuring the Effects for Operation and Maintenance of Equipment and Product Provided by the Project.....	35

Abbreviations

DAC	Development Assistance Committee
E/N	Exchange Notes
IMF	International Monetary Fund
JICA	Japan International Cooperation Agency
JICS	Japan International Cooperation System
JOCV	Japan Overseas Cooperation Volunteers
JRP	Jordan Response Plan for the Syria Crisis
JRPSC	Jordan Response Platform for the Syria Crisis
MOFA	Ministry of Foreign Affairs
MOLA	Ministry of Local Administration
MOPIC	Ministry of Planning and International Cooperation
MOU	Memorandum of Understanding
MOWI	Ministry of Water and Irrigation
NGO	Non-Governmental Organization
ODA	Official Development Assistance
OECD	Organisation for Economic Cooperation and Development
RRP	Syria Regional Response Plan
UNHCR	The Office of the United Nations High Commission for Refugees
WAJ	Water Authority of Jordan
WASH	Water, Sanitation, and Hygiene

Location Map of Recipient Country



Map No. 1569 Rev. 4 UNITED NATIONS
June 2018

Department of Field Support
Geospatial Information Section (formerly Cartographic Section)

(Source: United Nations Geospatial Information Section)

Chapter 1 Background, Objectives and Evaluation Framework

Evaluation Implementation Structure

(1) Evaluation Team

- Chief Evaluator: SATO Kan Hiroshi Chief Senior Researcher, Research Operations Department, Institute of Developing Economies, Japan External Trade Organization (IDE-JETRO)

- Consultants: MORI Naoki Senior Consultant, Japan Techno Co., Ltd.
AZUMA Mikiko Senior Consultant, Japan Techno Co., Ltd.

(2) Evaluation Implementation Period: September 2020 – March 2021

Background, Objectives and Scope of Evaluation

(1) Background of Evaluation:

Official Development Aid (ODA) is one of the important pillars of international contribution by the Government of Japan. It is implemented in the forms of grant aid, technical cooperation, ODA loans, and multilateral aid. Grant aid is mainly implemented by the Ministry of Foreign Affairs (MOFA) and the Japan International Cooperation Agency (JICA), an independent administrative agency. Grant aid projects that closely link to diplomatic needs and require flexible implementation are directly handled by MOFA, and projects that are worth JPY one billion or more are to be evaluated by third party, such as this evaluation study.

(2) Objectives of Evaluation:

MOFA implemented the Economic and Social Development Program in Jordan in 2016. The project aimed at improving waste management and water supply conditions in the host community of Syrian refugees by providing equipment and products manufactured in Japan in order to contribute to the economic and social development of Jordan. The main objectives of this evaluation are to obtain recommendations and lessons learned for future ODA project planning and implementation as well as to fulfill accountability to the public by assessing the achievements of the grant aid project implemented by MOFA.

(3) Scope of Evaluation:

Economic and Social Development Program for the Hashemite Kingdom of Jordan in the Fiscal Year 2015 (Procurement of equipment and products for waste management sector and water sector) (Amount of the grant extended: Japanese Yen (JPY) 1.85 billion)

1-1 Evaluation Framework

In this evaluation, in accordance with the ODA Evaluation Guidelines (13th Edition, June 2020) and considering the Evaluation Criteria (Relevance, Coherence, Effectiveness, Efficiency, Impact, and Sustainability) of the Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD-DAC) as the basis, the following evaluation criteria were adopted from development viewpoints: a) relevance of projects, b) effectiveness of results and c) appropriateness of processes, and verification items were set for each criterion to perform a comprehensive evaluation. Also, from the perspectives of Japan's national interest, qualitative evaluation was carried out from diplomatic viewpoints with respect to a) diplomatic importance and b) diplomatic impact. The "evaluation framework" prepared by the evaluation team is shown in Table 1-1. The evaluation team also created an objective framework for the project (Figure 1-1) to determine the scope of the evaluation and assess the relevance of the project and the effectiveness of results.

Table 1-1 Evaluation Framework

Evaluation Criteria	Verification Items	Verification Contents
Evaluation from Development Viewpoints		
Relevance of the Project	Consistency with Japan's high-level policies	<input type="checkbox"/> Consistency with the development cooperation policy <input type="checkbox"/> Consistency with the Middle East policy <input type="checkbox"/> Consistency with policy in response to the terrorist incident ("Enhancing Diplomacy Towards Stability and Prosperity in the Middle East") <input type="checkbox"/> Consistency with the development cooperation policy for Jordan?
	Consistency with development needs of recipient countries	<input type="checkbox"/> Status of the influx of Syrian refugees into Jordan and Jordan's national policy in response to refugees <input type="checkbox"/> Financial constraints in response to the massive influx of Syrian refugees and needs for assistance <input type="checkbox"/> Economic and social impact of the Syrian refugee influx on the host communities (especially the deterioration in the provision of public services related to water supply and waste management) <input type="checkbox"/> Continuity of assistance for hosting refugee and coherence with other projects
	Consistency with international priorities	<input type="checkbox"/> Consistency with international movements in support for the refugee-hosting communities <input type="checkbox"/> Consistency with international Middle East policies and priorities on the Syrian crisis? <input type="checkbox"/> Consistency with international counter-terrorism efforts (initiative through enhancing stability and prosperity in the Middle East)
	Coherence with other donors' assistance	<input type="checkbox"/> Coherence with international organizations' support for the host communities of Syrian refugees <input type="checkbox"/> Relevance to other donors' support for the host communities of Syrian refugees

Evaluation Criteria	Verification Items	Verification Contents
	Japan's comparative advantage	<input type="checkbox"/> Japan's advantage in Middle East issues, Syrian refugee issues, and assistance to Jordan, and the significance in implementing this Project
Effectiveness to Results	Inputs (how much financial, human, and material resources have been input)	<input type="checkbox"/> Breakdown and rationale of the granted amount of JPY 1.85 billion <input type="checkbox"/> Appropriateness of the content of the assistance, the target group, and the target area <input type="checkbox"/> Advantages of the Japanese equipment and products procured
	Output (What goods and services were produced as a result of the above inputs toward the initially set goals and objectives, and to what extent were they implemented as planned?)	<input type="checkbox"/> Whether the specifications, quality, and quantity of the equipment and products are as planned? <input type="checkbox"/> Whether the delivery periods are as planned <input type="checkbox"/> Whether the delivery place and quantities of the equipment and products are as planned?
	Outcomes and Impacts (To what extent were the originally set goals and objectives achieved as a result of the assistance, and what were the short-, medium-, and long-term effects)	<input type="checkbox"/> Improvement in the provision of water supply and waste management services (incensement of water supply and treated wastes) <input type="checkbox"/> Enhancement of administrative services contributed to the improvement of living conditions of the refugee host communities? <input type="checkbox"/> Operation and maintenance status of procured equipment and products
Appropriateness of Processes	Identification of the development issues in the project	<input type="checkbox"/> Background that the government of the target country made the request <input type="checkbox"/> Decision-making process to determine the contents of assistance (target local administration, specification, and quantity of the equipment and products to be procured, etc.) <input type="checkbox"/> Process in the determination of the specifications and quantities of equipment and products to be provided to each local administration
	Effective coordination with other schemes	<input type="checkbox"/> Effective coordination with other Japanese ODA projects
	Project implementation structure and process of related agencies	<input type="checkbox"/> Implementing structure of Japanese side <input type="checkbox"/> Implementing structure of Jordan's side <input type="checkbox"/> Establishment and functions of the monitoring system (monitoring of operation and maintenance status after delivery of equipment and products) <input type="checkbox"/> Appropriateness in Implementation of public relations activities (target, contents, and methods)
	Other donors, international organizations, and various development partners	<input type="checkbox"/> Interaction with other donors and international organization in the planning and decision-making process of the project <input type="checkbox"/> Cooperation with the assistance provided by other donors and international organizations

Evaluation Criteria	Verification Items	Verification Contents
Evaluation from Diplomatic Viewpoints		
Diplomatic Importance	<input type="checkbox"/> Significance of the project in the bilateral relationship <input type="checkbox"/> Importance of the project in one of the three-pillar foreign policy of Japan in response to the terrorist incident regarding the murder of Japanese, “Enhancing Diplomacy Towards Stability and Prosperity in the Middle East”	
Diplomatic Impact	<input type="checkbox"/> Contribution to the enhancement of the bilateral relationship <input type="checkbox"/> Contribution to the improvement of Japan’s presence and integrity in the international community (evaluation should also cover other assistance schemes) <input type="checkbox"/> Impact of the project on the business investment and business continuity of Japanese companies in Jordan. Indirect benefits to other Japanese companies than the suppliers of the equipment and products for the project <input type="checkbox"/> Implementation of strategic public relation activities to increase the effects of the project (Contents, methods, and effects of PR activities of the project in Jordan and Japan)	

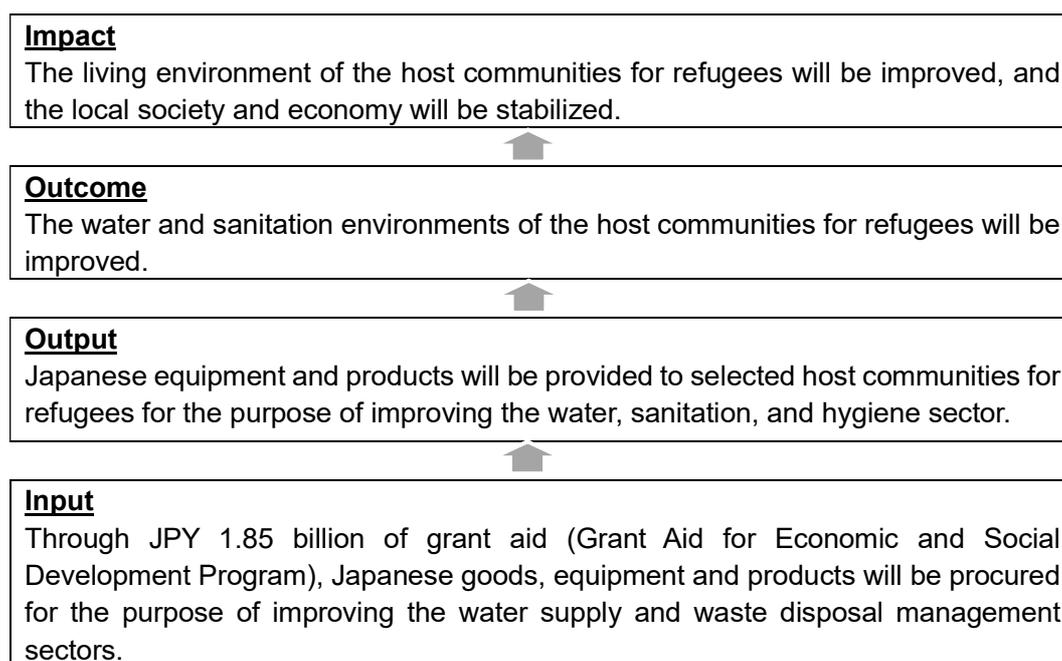


Figure 1-1 Objective Framework

1-2 Evaluation Methodology

An evaluation study was implemented from September 2020 to January 2021 in accordance with the evaluation framework. The study mainly consisted of literature research, and questionnaire and interview surveys (face-to-face and online) with

relevant organizations in Japan and Jordan. As described in the next section, field visits by the evaluation team were not conducted, and studies were restricted to those possible in Japan (face-to-face or online), due to the COVID-19 global pandemic. Figure 1-2 shows a flow of the evaluation study.

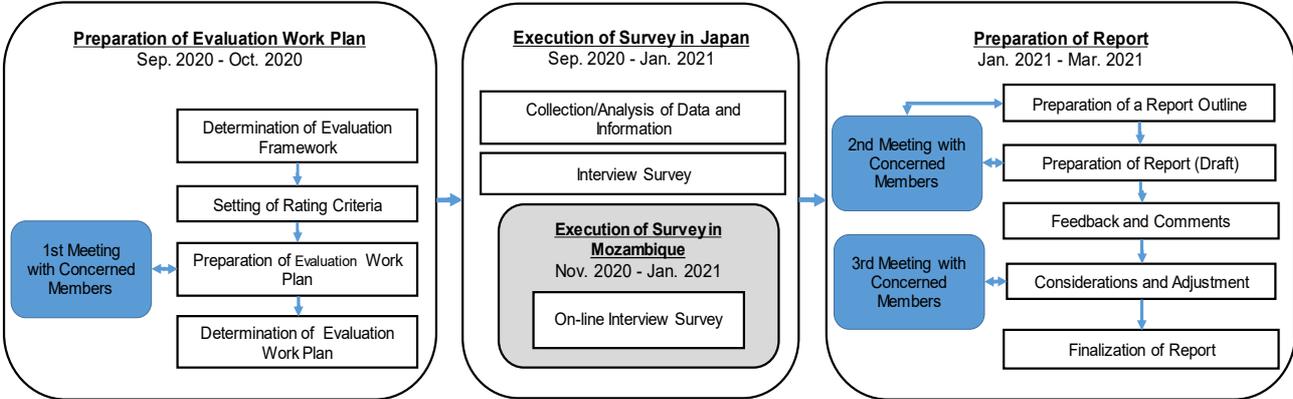


Figure 1-2 Evaluation Workflow

1-3 Restrictions on the Evaluation Studies (COVID-19 Impact)

Due to the impact of the global COVID-19 outbreak, the evaluation team was unable to travel to Jordan and conduct face-to-face interviews with local officials at agencies involved in the project, nor could they confirm the effectiveness of the project (status in the use of provided equipment and products, etc.) through on-site surveys. Questionnaires were prepared and sent to relevant local agencies in advance, and the agencies were asked to prepare their answers in advance (where written answers were duly available, agencies were requested to provide these to the evaluation team prior to the interviews). Interviews were conducted using an online meeting tool to obtain needed information and discuss verification issues.

Local communication conditions often resulted in interruptions of online interviews in terms of audio being cut off or audio being available but without video. While the team was able to acquire essential information, sometimes it was not possible to have sufficient communication. Although it was not possible to carry out on-site surveys, the team obtained information on the actual use of provided equipment from stakeholders involved in the project, and supplemented this information by confirming the current status of this equipment, albeit on a secondary basis.

Chapter 2 Outline of the Evaluated Project

2-1 Outline of the Recipient Country

Jordan (officially, the Hashemite Kingdom of Jordan) has an area of 89,000 square kilometers and borders Syria, Iraq, Saudi Arabia, Israel, and Palestine. In 2015, when the Government of Jordan requested the implementation of this project, Jordan had an approximate population of 9.53 million (Jordan Population and Housing Census 2015). Approximately 2.92 million people, or 30.6% of the population, are non-Jordanians because the country has accepted a large number of Palestinian, Iraqi, and Syrian refugees.

As a moderate power in the Middle East, Jordan has a foreign policy based on cooperation with Arab and Islamic countries, and the promotion of omnidirectional equidistant diplomacy. The country is taking proactive roles in the Middle East peace process¹, has good relations with Western countries, and is internationally recognized as a key geopolitical point for stability in the Middle East.

The Jordanian economy has grown at an average rate of over 7% thanks to the results of macroeconomic and financial management reforms implemented through the Economic Structural Reform Program (finished in July 2004), which was carried out in collaboration with the International Monetary Fund (IMF) from the 1990s. However, economic growth has been sluggish since the impact of the 2008 global financial crisis. With structural problems such as income disparity between cities and provinces, high poverty and unemployment rates, and chronic fiscal gaps, the country is vulnerable to being easily affected by foreign financial assistance, regional security conditions, and short-term capital inflows from other countries. The Syrian crisis that began in March 2011 increased the burden on Jordan, with more than 650,000 Syrian refugees being accepted, and worsened the country's economic and financial situation. The annual income per capita was USD 3,920 (as of 2016).

In terms of domestic affairs, the government's basic policy is to eliminate domestic instability factors such as soaring prices that includes energy price, high unemployment rate, and poverty rate, and to achieve stable economic development².

¹ Jordan signed a peace treaty with Israel in October 1994 and established diplomatic relations in November of the same year (the second Arab country established diplomatic relations after Egypt).

² Refer to <https://www.mofa.go.jp/mofaj/area/jordan/data.html#section2>

2-2 Outline of the Evaluated Project

Since the start of the 2011 Syrian crisis, Jordan has accepted a considerable number of Syrian refugees. According to Jordan Population and Housing Census 2015, the country has accepted about 1.6 million Syrian population, of which about 630,000 are registered as refugees. The increased financial burden caused by the large influx of Syrian refugees has significantly deteriorated the administrative services in host communities for refugees. In addition, the rapid increase of population resulted in more serious water shortages, and at the same time, exposed problems related to insufficient waste disposal capacity and a deterioration in living environments in many cities.

The target project of this evaluation (Economic and Social Development Program for Jordan in FY2015) provided Jordan with equipment and products manufactured in Japan for the fields of waste management and water supply. This program was expected to improve the living environments in the Jordanian host communities for refugees, and thus contribute to the socio-economic development of Jordan through support for its stabilization.

From a diplomatic standpoint, this project was implemented within the framework of the “Three (3)-Pillar Foreign Policy in Response to the Terrorist Incident Regarding the Murder of Japanese”³ announced by the Minister for Foreign Affairs in February 2015 as a part of efforts for “Enhancing diplomacy towards stability and prosperity in the Middle East”⁴. An outline of this project is shown below.

- (1) Request from the Jordanian side : Note Verbal and request submitted by the Jordanian Ministry of Planning and International Cooperation on November 15, 2015
- (2) Project Scheme : Grant Aid for Economic and Social Development Program
- (3) Amount : JPY 1.85 billion

³ On February 17, 2015, following a terrorist incident involving the murder of Japanese nationals in Syria, then Foreign Minister Kishida announced the 3-Pillar Foreign Policy in Response to the Terrorist Incident Regarding the Murder of Japanese comprised of: (i) Strengthening counter-terrorism measures; (ii) Enhancing diplomacy towards stability and prosperity in the Middle East; and (iii) Assistance in creating societies resilient to radicalization.

⁴ The following three items were presented as “Enhancing diplomacy towards stability and prosperity in the Middle East.” 1) Proactive diplomacy in the Middle East (mutual visits of high-level VIPs, strengthening of connections with diverse communities), 2) Implementation of support totaling about USD 200 million and expansion of humanitarian assistance announced by the then Prime Minister Abe, and 3) Support for regional economic and social stabilization necessary to promote economic growth.

- (4) Exchange of Notes : March 22, 2016
- (5) Method : Procurement agent system (The procurement agent is the Japan International Cooperation System (JICS).)
- (6) Target Sector : Water supply and waste management sector
- (7) Provided Goods, Equipment and Products (specifications) :
- | <u>Waste Disposal</u> | <u>Water Supply</u> |
|----------------------------|----------------------------------|
| 11 bulldozers (19 t) | 2 Mobile cranes |
| 16 wheel loaders (17 t) | 1 wheel loader (14 t) |
| 6 excavators (30 t) | 9 welding machines |
| 19 dump trucks (10 m3) | 13 generators (100-450 kVA) |
| 10 water trucks (12,000 L) | 7 high-pressure jetting vehicles |
| 1 compactor (20 m3) | 5 sludge suction vehicles |
| 1 low-platform trailer | 61 cargo trucks |
| 3 dump trucks (10 m3) | 4 low-platform trailers |
| 3 water trucks (12,000 L) | 4 water trucks (4,000 L) |
| | 4 water trucks (6,000 L) |
- (8) Project Completion Date : Delivery of goods, equipment and products completed on March 8, 2019

Chapter 3 Evaluation Results

3-1 Development Viewpoints

Outline of Evaluation Results (evaluation from development viewpoints)

(1) Relevance of the Project: Satisfactory B

Verification items: Consistency with Japan's high-level policies, consistency with Jordan's development needs, consistency with international priority issues, coherence with assistance from other donors' assistance, Japan's comparative advantages

Main reason: This project contributed to alleviating the weakening of the socio-economic foundation caused by a large influx of Syrian refugees, as well as tensions with refugees in host communities, and is coherent with Japan's high-level policies, Jordanian development needs, and international priority issues. Relationships with donors are also being maintained by participating in the inter-donor community and the framework of the Jordan Response Platform for the Syria Crisis to address the Syrian refugee issue. Japan's comparative advantages can be judged from the high quality of the goods, equipment, and products provided.

(2) Effectiveness of Results: Satisfactory B

Verification items: Input, output, and outcome/impact

Main reason: The equipment and products provided by this project, aimed at improving the waste disposal management and water supply situation of the target areas, were procured as planned in terms of specifications and quantities. In addition, the delivery dates were approximately as planned. The procured equipment and products were delivered as planned to the end-users nationwide, namely the municipalities, water supply entities, and waste management entities, under the responsibility of the Jordanian side, and the operational status after delivery has been found good. Although the data and information obtained in this study are limited, it can be evaluated that the effects expected in the project have been achieved. In addition, the equipment and products procured under this project have been distributed widely to more

than 60 municipalities and entities scattered in 12 governorates across the country. Based on the Jordanian side's identification of the problems, the target sites for the provision of equipment and products under the project were selected by assuming that the "refugee hosting communities" are not limited to a certain area but exists widely in the country.

(3) Appropriateness of Processes: Satisfactory B

Verification items: Identification of the development issues and process of decision makings in implementing this project, effective coordination with other schemes, and project implementation structure and the process of the related agencies for the assistance

Main reason: This project has been designed and implemented to best realize the request of the Government of Jordan. The implementation structure of relevant agencies and the support processes were also in accordance with the E/N and the guidelines of the Ministry of Foreign Affairs of Japan.

3-1-1 Relevance of the Project

(1) Consistency with Japan's High-level Policies

(A) Consistency with Japan's Middle East Policies

As a moderate force in the Middle East, Jordan has a foreign policy based on cooperation with Arab and Islamic countries, and the promotion of omnidirectional equidistant diplomacy. The Government of Japan recognizes the stability of Jordan as an integral part of the stability of the entire Middle East region⁵. As a major trend of the Government of Japan's Middle East diplomacy before and after the implementation of this project, the then Prime Minister Abe visited Middle Eastern countries in April 2013 after the Syrian crisis had begun, and delivered a Middle East policy speech in which he declared that the relationship of Japan and the Middle East region would be fundamentally strengthened towards a "comprehensive partnership for stability and prosperity."

Following terrorist attacks which resulted in the murder of Japanese nationals in Syria from January to February 2015, the then Foreign Minister Kishida announced on

⁵ Embassy of Japan in Jordan, <https://www.jordan.emb-japan.go.jp/files/100097762.pdf>

February 17, 2015, the “Three-Pillar Foreign Policy in Response to the Terrorist Incident Regarding the Murder of Japanese”: (i) Strengthening counter-terrorism measures; (ii) Enhancing diplomacy towards stability and prosperity in the Middle East; and (iii) Assistance in creating societies resilient to radicalization. This project was positioned and implemented as part of one of the three pillars: (ii) Enhancing diplomacy towards stability and prosperity in the Middle East ⁶.

In regard to international priority issues such as Syrian refugees, Japan announced the importance of continuous support for Syrian refugees and expressed its support through a pledge totaling approximately USD 509 million at the Third International Humanitarian Pledging Conference for Syria (“Kuwait 3” meeting) in March 2015. This includes support (approximately USD 116 million) for health, education, and the food sector, for internal and international refugees mainly in Syria and Jordan, those who escaped to four neighboring countries (Lebanon, Jordan, Turkey, and Iraq), and host communities for refugees, and in addition an ODA loan (approximately USD 200 million) for economic and financial stabilization in Jordan, which has been affected by an influx of Syrian refugees. At the plenary session of “UN Summit for Refugees and Migrants” held in September 2016, the then Prime Minister Abe, speaking for Japan as a country that advocates “human security,” mentioned active involvement in the refugee crisis, referring to Japan’s support for Syrian refugees and host communities in Turkey, Jordan, and other parts of the world, and he explained the characteristics and significance of Japan’s support, which includes emergency humanitarian support as well as development support that helps the self-reliance of refugees and the economic growth of host countries⁷. This project has the two-tiered purposes of providing both humanitarian support to Syrian refugees and development support to Jordanian host communities for refugees in order to enhance their socio-economic infrastructure and public services, such as water supply and waste disposal management services. This project can be regarded as an example of the “coordination between humanitarian support and development support” that Prime Minister Abe expressed in his speech as Japan’s attitude toward refugee support.

Based on these policies and diplomatic stances toward the Middle East and Jordan, it can be said that the implementation of this project is in line with the Japanese

⁶ The following three items were presented as “Enhancing diplomacy towards stability and prosperity in the Middle East.” 1) Proactive diplomacy in the Middle East (mutual visits of high-level VIPs, strengthening of connections with diverse communities), 2) Implementation of support totaling about USD 200 million and expansion of humanitarian assistance announced by the then Prime Minister Abe, and 3) Support for regional economic and social stabilization necessary to promote economic growth.

⁷ A quote from this speech: “We call such an approach ‘coordination between humanitarian support and development support.’ To put it simply, we provide seamless support to both refugees and host communities, from emergency assistance to economic growth.”

government's policy toward the Middle East, as it aims to support Jordan, which plays an important role as a promoter of peace building in the Middle East, and to provide humanitarian support as well as development support to host communities by supporting refugees and the host communities themselves.

(B) Consistency with Japan's Official Development Assistance (ODA) Policy

The "Country Development Cooperation Policy for the Hashemite Kingdom of Jordan (June 2012)," which was the Government of Japan's (Ministry of Foreign Affairs) support policy for Jordan at the time of the planning and implementation of this project, sets forth the basic policy (major goal) of support as "maintaining stability and fostering an industrial infrastructure." Three priority areas (medium goals) were listed: (1) "support for self-reliant and sustainable economic growth," (2) "reduction of poverty and minimizing social disparities," and (3) "having regional exchanges for achieving peace." This project is aimed at the development issue (small goal) of "promoting stabilization of surrounding regions" in (3) "investment for peace building and regional cooperation." The Country Development Cooperation Policy (2012) was formulated before the 2013 Syrian crisis and did not address the issues of Syrian refugees in 2017.

However, the revised version of the policy (July 2017) specifies a basic policy (major objective), especially in relation to the Syrian crisis, as "Assisting Jordan in maintaining stability as a moderate force in the Middle East and forming an industrial base for self-sustaining economic growth, in line with Jordan's national development plan and response to the Syrian crisis." Furthermore, the development issue (specific objective) of "promoting stabilization of surrounding regions" was set from the priority goal "regional stabilization" of the policy, and this project was redefined as part of the cooperation program "Support program for Syrian refugees and host communities."

In view of the above, this project can be judged as being aimed at host communities for Syrian refugees, and as being in line with Japan's ODA policy and assistance policy for Jordan.

(2) Consistency with Jordan's Development Needs

(A) Influx of Syrian Refugees and Increasing Refugee Population in Host Communities

Due to the influx of Syrian refugees to Jordan that was triggered by the Syrian crisis that began in March 2011, the Syrian refugees who are registered or are awaiting registration with the Office of the United Nations High Commission for Refugees

(UNHCR) numbered 476,000⁸ by May 2013. According to the 2015 Jordan Population and Housing Census,⁹ which was conducted when the implementation of this project was requested, the number of Syrian refugees (registrants) living in host communities had reached approximately 778,000 (in addition to approximately 141,000 refugees living in refugee camps, who account for 15.2% of all Syrian refugees in Jordan). Table 3-1 below shows the total Jordanian population and the population of Syrian refugees (registered refugees) by region and province as of 2015. This project targets the host communities receiving Syrian refugees, who have been widely inflowing throughout the country as shown in the same Table, and is in line with the Jordanian government’s intention to stabilize the basic livelihoods of the host communities by providing support throughout the country.

Table 3-1 Number of Syrian Refugees (Registrants) and Population Ratios/Distributions

	Governorate	Total Population	Syrian Refugee (Registered)
North	Ajloun	176,080	11,029
	Al-Mafraq	549,948	89,932 *
	Irbid	1,770,158	270,959
	Jerash	237,059	8,569
sub-total		2,733,245	380,489
Central	Amman	4,007,526	269,549
	Al-Balqa	491,709	19,886
	Al-Zarqu	1,364,878	74,289 **
	Madaba	189,192	10,945
sub-total		6,053,305	374,669
South	Al-Aqaba	188,160	4,427
	Al-Karak	316,629	11,909
	Al-Tefielah	96,291	1,104
	Ma'an	144,082	5,472
sub-total		745,162	22,912

(Source: Created from Population and Housing Census 2015, and Department of Statistics and Syria Regional Responsive Plan (January-December 2013), UNHCR)

* Not including the governorate’s refugee camp population of 79,660.

** Not including the governorate’s refugee camp population of 61,330.

(B) Jordanian National Policy on Accepting Refugees

There are 143 countries that have ratified both the Convention Relating to the Status of Refugees, known as the 1951 Refugee Convention, which forms the basis of the international regime for refugee protection, and its complement, the 1967 Protocol Relating to the Status of Refugees. However, only a few countries in the Middle East

⁸ UNHCR, Syria Regional Responsive Plan (January-December 2013): Refer to <https://www.unhcr.org/partners/donors/51b04c9c9/syria-regional-response-plan-january-december-2013.html>. At that time, approximately 110,000 (about 23%) of the 476,000 Syrian refugees were sheltered in refugee camps.

⁹ Department of Statistics, Statistical Tables of the Population and Housing Census 2015: Refer to http://www.dos.gov.jo/dos_home_a/main/population/census2015/Refugees/Refugees_7.6.pdf

and North Africa, such as Egypt, Algeria, Tunisia, Morocco, Turkey, Iran, Israel, and Yemen, have ratified both of them, while Jordan has not ratified either. Failure to formally participate in the refugee protection regime means that a nation has no obligation to comply with the principles of refugee protection in the 1951 Convention or cooperate with UN agencies such as UNHCR.

Due to the outflow of refugees during the Gulf Crisis in the early 1990s and expectations for the resolution of the Palestinian refugee problem through progress in the Middle East peace process, Jordan was faced with the necessity of coping with a refugee problem and constructing a cooperative relationship with UNHCR. In 1998, the Government of Jordan signed a Memorandum of Understanding (MoU) with UNHCR, and based on this, developed a cooperative relationship with UNHCR by observing the principle of prohibition of refugee repatriation (non-refoulement) and allowing UNHCR to establish offices in the country.

In March 2012, one year after the start of the anti-establishment movement in Syria, the United Nations announced the Syria Regional Response Plan (RRP)¹⁰, which summarizes the UNHCR-led Syrian refugee support plans. This plan, targeted at the major refugee host countries Jordan, Lebanon, Turkey, and Iraq, ensured the entry and protection of refugees from Syria and called for the observance of the non-refoulement principles as well as preparations for further influxes of refugees through the provision of public services such as food, water, medical care, and education.

However, despite UNHCR's call for support, contributions from the international community to implement the RRP were delayed. The amount of assistance collected from 21 countries and institutions, including the United States and Saudi Arabia, was only about one-third of the planned amount, making it difficult for UNHCR to provide assistance in accordance with its planned protection policies. This shortage in financial support from other countries posed serious problems not only for the implementing bodies of refugee protection operations (UNHCR and other UN agencies, NGOs, etc.) but also for the Government of Jordan. As the scale of refugee inflows increased after 2012, the acquisition of funds became a diplomatic priority.

Under these circumstances, Japan's assistance to Jordan for Syrian refugees, including this project, appropriately met the needs of the Government of Jordan.

¹⁰ RRP is a plan that sets out basic policies regarding Syrian refugee support, and this was revised as the refugee problem became more serious in order to examine how more effective support could be provided according to the situation. The "Revised RRP (RRP2)" was announced in June 2012, three months after the first edition, and the "Second Revised RRP (RRP3)" was announced in September of the same year.

(C) Socio-economic Impact of Influx of Syrian Refugees

The Jordanian government initially provided Syrian refugees with accommodation in refugee camps, but in 2013, two years after the Syrian crisis began, protection of Syrian refugees in refugee camps reached its limit. The first refugee camp, Zaatari Refugee Camp, was opened at the end of July 2011, but by 2013 it was accommodating 120,000 people, double the maximum capacity that was originally set. While a second camp was constructed, although the Government of Jordan tried to settle refugees in this new camp, more and more refugees moved to general residential districts in urban areas. As mentioned earlier, the number of Syrian refugees who had migrated to host communities reached 778,000 in 2015, mainly in the northern and central regions.

The influx of Syrian refugees has increased vulnerability for not only Syrian refugees but also Jordanians. In particular, the increasing vulnerability was pointed out in regard to administrative services such as education, medical care, water supply and waste disposal, electricity, housing, and employment. As there was increasing difficulty ensuring protection in refugee camps and an increasing burden on host communities, the Government of Jordan changed its support strategy from direct support for refugees in camps to support for host communities.

In view of the above, the process leading to the provision of goods, equipment, and products under this project aimed at constant provision of basic public services, especially for the purpose of improving the services provided in the water supply and waste disposal sectors, is sufficiently persuasive.

(D) Jordan's Response Plan for Syrian Refugees

The UNHCR-led RRP mentioned above was revised repeatedly in response to an aggravation of the refugee issue and changes in the nature of this issue. The RRP5 announced in June 2013, unlike the previous RRP5s, had the characteristic of including not only refugees but also the host communities for refugees in the country. In particular, the RRP5 had a main strategic goal of supporting vulnerable Syrian refugee households (accounting for about 60% of all refugees), as well as Jordanian host communities, in order to mitigate the negative social and economic impacts of accepting of Syrian refugees and to increase direct support for vulnerable Jordanians.

The Ministry of Planning and International Cooperation (MOPIC) plays a leading role in providing support to Syrian refugees in the Government of Jordan. The Ministry chairs the Jordan Response Platform for the Syria Crisis (JRPSC), an advisory body to governments and strategic partnership mechanism between the government,

international organizations, NGOs, and donor countries, to develop a comprehensive support plan for the Syrian refugee crisis, and has been formulating the Jordan Response Plan for the Syria Crisis (JRP) since 2013. In 2015 at the time of the request for this project, the JRP (2016-2018) was disclosed to the public.

The JRP is Jordan's high-level plan for Syrian refugees in response to the rapid influx of Syrian refugees in two aspects: Strengthening the foundation of the Government of Jordan's response capacity as a host country (Resilience) and supporting refugees (Refugees). At the same time, it is a draft project plan formulated to seek support from the international community. It is a rolling plan with a period of three years, and the JRP (2016-2018), which was revised in 2015, planned a project for each of 11 sectors to be improved and strengthened. In particular, four of these 11 sectors, i.e., education, health, local governance and municipal (including waste disposal), and water, sanitation, and hygiene (WASH), are positioned as priority sectors that include infrastructure development. They account for about 50% of the budget request for program implementation under the JRP (Refer to Table 3-2).

Table 3-2 JRP (2016-2018) Implementation Budget Amounts (USD)

Sector	2016	2017	2018	Total	% in Total Budget
Education	249,638,101	281,204,375	323,130,296	853,972,772	17.8%
Energy	107,400,000	111,075,000	87,000,000	305,475,000	6.4%
Environment	2,900,000	8,150,000	2,300,000	13,350,000	0.3%
Health	183,354,762	178,840,190	170,085,832	532,280,784	11.1%
Justice	11,402,000	9,752,000	8,800,000	29,954,000	0.6%
Livelihoods and Food Security	266,471,701	274,253,649	272,140,971	812,866,321	17.0%
Local Governance and Municipal Services	69,163,402	76,361,270	58,227,216	203,751,888	4.3%
Shelter	32,157,984	32,080,853	25,056,207	89,295,044	1.9%
Social Protection	420,385,331	374,365,034	323,477,528	1,118,227,893	23.3%
Transport	28,300,000	33,600,000	16,300,000	78,200,000	1.6%
Water, Sanitation and Hygiene (WASH)	238,800,000	263,520,000	246,560,000	748,880,000	15.6%
(Management)	1,420,000	1,140,000	740,000	3,300,000	0.1%
Sub Total: JRP Programmatic Response (a)	1,611,393,281	1,644,342,371	1,533,818,050	4,789,553,702	100.0%
Subsidies for Syrian Refugees	213,214,431	222,409,642	232,725,266	668,349,339	
Security Support	448,216,824	454,082,611	430,294,742	1,332,594,177	
Accelerated Infrastructure Depreciation	258,640,000	274,158,400	290,607,904	823,406,304	
Income Loss	125,702,797	125,554,907	125,721,274	376,978,978	
Sub Total: Direct Budget Support	1,045,774,052	1,076,205,560	1,079,349,186	3,201,328,798	
Total JRP Budget	2,657,167,333	2,720,547,931	2,613,167,236	7,990,882,500	

(Source: JRP (2016-2018))

The current status analysis and development needs of the waste management sector and the WASH sector in JRP (2016-2018) are shown below.

[Waste Disposal Sector]

Current situation analysis

- The JRP has a Sector Response Plan in which waste disposal management is classified as Local Governance and Municipal Services and regarded as

an important public service sector that needs the most improvement.

- Even before the Syrian crisis, Jordan's municipal public services, especially those related to waste disposal, were inadequate. The influx of Syrian refugees caused a rapid population growth as well as a mass generation of waste which further intensified problems related to waste disposal. The mass generation of waste, the inadequate collection of waste, shortages in disposal facilities, illegal dumping, improper waste disposal and incineration, have caused serious environmental problems such as air, soil, and water pollution. In addition, there are indications that these problems with waste management are contributing to tensions between host communities and refugees¹¹.

Main development needs

- Improvement and placement of machinery and equipment for improving the waste collection and management system that are pressing issues
- Expansion of the Al-Akedi waste disposal site to improve waste disposal capacity
- Reductions in the operational and financial burden on local governments in providing public services through the design and construction of waste collection points covering the northern governorates
- Implementation of pilot projects to introduce composting, recycling, and waste separation in local governments
- Construction of more waste disposal sites

[WASH Sector]

Current situation analysis

- While water supply shortages have been a long-standing issue, population growth and rising demand due to the rapid increase in Syrian refugees have exacerbated the problem. The water supply services are significantly vulnerable, especially in the governorates in the northern region in which the influx of Syrian refugees is concentrated. The amount of water supplied to about 70% of households is below the national standard of 100 liters/person/day. There is also a report which states that the water consumption per capita per day in this region dropped from 88 liters/person/day before the influx of Syrian refugees to 64.5 liters/person/day after the influx¹².
- In addition, although 97% of households have access to water utilities

¹¹ UNHCR (2015), Vulnerability Assessment Framework (VAF) Baseline Study, 43pp

¹² Ministry of Water and Irrigation (MOWI) (2009), Jordan's Water Strategy, 2008-2022

nationwide, 40% to 65% of water is lost due to leaks and water theft.

Main development needs

- Provision of a constant water supply service to all households and communities with fragile living infrastructures in areas with concentrated influxes of refugees.
- Improved maintenance of water and sanitation facilities
- Promotion of the use of reclaimed water
- Improved access to water in education and sanitation facilities in refugee camps and host communities
- Improved efficiency of water supply infrastructure by reducing non-revenue water and properly operating water supply facilities

The JRP, which is Jordan's high-level plan for supporting Syrian refugees and strengthening infrastructure, states that there is a high need for improvements in services in the waste disposal and water supply sector. This project is considered to meet that need.

(3) Consistency with International Priority Issues

Since the Syrian crisis began in March 2011, the international community has had multiple international conferences to confirm and implement the enhancement of humanitarian assistance to internal refugees in Syria and refugees who have escaped to other countries.

As mentioned earlier, in March 2012, one year after the start of the anti-establishment movement in Syria, the United Nations announced the RRP, which summarizes the UNHCR-led Syrian refugee support plan. The RRP is a plan that shows the basic policy of the United Nations regarding support for Syrian refugees. It calls on the international community to contribute the amount of assistance necessary for implementing RRP and indicates the amounts allocated to UN agencies and international NGOs that are actually responsible for support activities. This project is implemented under a Grant Aid for Economic and Social Development Program, a scheme for grant aid based on bilateral cooperation, and is understood to address international priority issues and meet the demands of the international community, although it is different in nature from direct financial assistance to RRP.

The UN Security Council discussed sanctions against Syria's Assad administration but failed to issue a unified and effective message condemning Syria due to opposition from Russia and China, which support the Assad administration. In this situation, the

countries that wanted to condemn the Syrian regime formed the Friends of Syria Group as an international gathering not bound by the UN's frameworks. The Group had its first meeting in February 2012 in Tunisia, where ministers from a total of about 70 countries and institutions assembled to issue a consensus message that they would further increase pressure to stop violence by the Syrian authorities and promote political transition, and discussed efforts for collaborative humanitarian assistance. By December 2012, the group had met a total of four times. In September 2013, a ministerial meeting of the Friends of Syria Group was also held to discuss collaborative efforts as an international priority issue.

At the same time, the International Humanitarian Pledging Conference for Syria met three times between 2013 and 2015. In response to the growing humanitarian crisis in Syria, UN-related organizations issued a USD 1.5 billion appeal in the first half of 2013 to support Syria and neighboring countries, and called for emergency contributions from all UN member states. At the Third International Humanitarian Pledging Conference for Syria ("Kuwait 3" meeting) in March 2015, as mentioned earlier, Japan announced that it would provide support for health, education, the food sector, etc. for internal and international refugees, and host communities for refugees in countries that surround Syria, including Jordan.

The lively discussions at these international meetings show that supporting Syrian refugees and the host communities in Jordan are still high priority issues in the international community.

(4) Coherence with Other Donors' Assistance

The Grant Aid for Economic and Social Development Program, an assistance scheme for this project, is implemented based on a request for assistance from a recipient country. It is characterized by its prompt and flexible implementation based on the needs of the implementation of foreign policies, which is the strength of this scheme. Therefore, requests made by a recipient country should be respected based on an understanding that the government of the recipient country is coordinating with donors.

The Ministry of Foreign Affairs understands that the Government of Jordan requested the implementation of this project basically after examining the details of cooperation and coordination with international organizations and other donors. In the process of deciding to implement this project, therefore, no detailed study on the plan or specific information exchange and coordination with other donors about this project was specifically carried out in respect of the request from the Government of Jordan.

In requesting and implementing this project, MOPIC, the responsible ministry of the Government of Jordan, assumes two roles. It is the responsible body in formulating the aforementioned JRP and, in the formulation process, it is the chair of the JRPSC among concerned parties (consisting of Jordan's government agencies and ministries, international organizations such as UNHCR, donors, and NGOs), that serve as an advisory and coordinating body. Although the coordination between other supports and this project was not specifically discussed, it is possible to understand that JRP was formulated and coordination among donors' support was carried out while taking into consideration the implementation of this project supported by Japan.

(5) Comparative Advantages of Japan

The comparative advantages of Japan in this project, as mentioned by MOPIC, the responsible body of Jordanian's side, and the implementing agencies, the Ministry of Local Administration (MOLA) and Water Authority of Jordan (WAJ) / Ministry of Water and Irrigation (MOWI), lie in the fact that relatively high-quality and quality-guaranteed Japanese products would be provided because the goods, equipment, and products to be procured are limited to products made in Japan. One of the tendering conditions was having a local distributor in Jordan that handles maintenance services and spare parts for the goods, equipment, and products to be procured, and training on necessary operation and maintenance were provided at the time of delivery as part of skill transfer efforts. Such Japan's meticulous procurement plan is highly valued by Jordanian stakeholders.

3-1-2 Effectiveness of Results

In the request/implementation process of this project, the preparation of an objective framework and the performance- and result-based management by assessing the achievements in line with the framework are not required. However, an evaluation of the effectiveness of the results of this project requires a determination of the scope of the evaluation and verification of the effectiveness of the results. Therefore, the inputs, outputs, and outcomes/impacts were analyzed, and the objective framework of the project is assumed as Table 3-3.

Table 3-3 Objective Framework

<p><u>Impact</u></p> <p>The living environment of the host communities for refugees will be improved, and the local society and economy will be stabilized.</p>
<p><u>Outcome</u></p> <p>The water and sanitation environments of the host communities for refugees will be improved.</p>
<p><u>Output</u></p> <p>Japanese equipment and products will be provided to selected host communities for refugees for the purpose of improving the water, sanitation, and hygiene sector.</p>
<p><u>Input</u></p> <p>Through JPY 1.85 billion of grant aid (Grant Aid for Economic and Social Development Program), Japanese goods, equipment and products will be procured for the purpose of improving the water supply and waste disposal management sectors.</p>

(1) Input

The input of this project is to procure Japanese-made goods, equipment, and products in the waste disposal and water supply sectors with a grant aid of JPY 1.85 billion and to provide them to the Government of Jordan. The Government of Jordan submitted a note verbal and a request for cooperation for this project to the Government of Japan (Embassy of Japan in Jordan) on November 15, 2015. The Exchange of Notes (E/N) was signed on March 22, 2016.

The request from the Jordanian government (MOPIC) was for the provision of necessary equipment for the Syrian refugee host community in the fields of water supply and waste management (bulldozers, wheel loaders, excavators, water tankers, trucks, high-pressure jetting vehicles, generators, etc.). The end-users of the equipment and products are MOLA for the waste management sector and WAJ/MOWI for the water supply sector, both of which also play a role as the implementing agency of the project. At the time of the request, it was specified that the equipment and products would be used in areas affected by the Syrian crisis (influx of Syrian refugees), and the details of the final users (municipalities, water supply entities, waste management entities, disposal sites, etc.) were determined through the consultative committee described below.

(2) Output

After receiving the request for this project from the Government of Jordan, the Ministry of Foreign Affairs of Japan checked and discussed with the recipient

government through the Embassy of Japan in Jordan (through interviews) whether the request was appropriate for the needs and challenges the Government of Jordan was facing. Later, the Head Office of the Ministry of Foreign Affairs confirmed that the request would contribute to the stabilization of Jordan and its economy and society, and set the upper limit of aid to JPY 1.85 billion.

On July 12, 2016, about four months after the E/N was signed, a procurement agency contract between the Government of Jordan and JICS, the procurement agent, was signed¹³. The Embassy of Japan in Jordan and the Government of Jordan held a consultative committee in which the procurement agent served as an advisor, scrutinized the specific items, specifications, and quantities of the goods, equipment, and products to be procured, and adjusted them according to the upper limit of aid.

The implementing agencies MOLA and WAJ/MOWI drafted procurement plans by selecting goods, equipment, and products to be procured, as well as by determining their specifications and quantities, for the waste disposal management sector and for the water supply sector, respectively. Based on this, the procurement agent conducted a field survey and had discussions with the implementing agencies. A final decision was made at a consultative committee.

Through discussions with the recipient government and implementing agencies, as well as field surveys and market research conducted by the procurement agent, tender documents were prepared, and the tendering process was conducted. Due to the wide range of goods, equipment, and products to be procured, tendering procedures were subdivided into two stages, in April and August 2017.

Eight procurement contracts were signed with multiple suppliers of goods, equipment, and products under this project. It took one year and two months from the signing of the E/N to the conclusion of the first procurement contract and additional six months to the conclusion of the last procurement contract. The Financial Statements Inspection Report of the Board of Audit (FY2018)¹⁴ states that a survey on 270 Grant Aid for Economic and Social Development Programs (including the former non-project grant aid) implemented from FY2011 to FY2018 found that the average time required during this period was 0.96 years, so this project was about, or slightly longer than, this average time. This is due to the fact that tendering and procurement were divided into

¹³ The guidelines of the Ministry of Foreign Affairs (September 2005 Procurement Procedure Implementation Guidelines for Non-Project Grant Aid) specify that a procurement agency contract shall be concluded normally within 3 months after signing of the E/N. JICS explained that negotiations with the requesting government regarding rates were prolonged.

¹⁴FY2018 Financial Statements Inspection Report, Board of Audit, Chapter 3, Section 1, Paragraph 5, "Ministry of Foreign Affairs": See <https://report.jbaudit.go.jp/org/h30/2018-h30-0129-0.htm>

two stages because of the large number of goods, equipment, and products to be provided. Also, tax exemption procedures carried out at the expense of the recipient country took time.

The procurement contract specifies that goods, equipment, and products should be delivered only to a site managed by each implementing agency in the capital Amman. The final destinations of goods, equipment, and products were agreed upon by the parties concerned at the above-mentioned consultative committee, based on the utilization plan drafted by the implementing agencies MOLA and WAJ/MOWI.

As described above, the provision of goods, equipment, and products under this project did not deviate from the procurement plan, which was based on the request from the Government of Jordan and subsequent decisions made by the consultative committee, and the goods, equipment, and products were provided to the implementing agencies almost in accordance with the procurement schedule specified in the procurement contract, except for few months' delay in the delivery of some equipment due to the time required for tax exemption procedures.

(3) Outcome/Impact

The Ministry of Foreign Affairs of Japan explained the beneficial outcome of this project as follows, "This project was expected to improve living environments in host communities for Syrian refugees and thus contribute to the socio-economic development of Jordan through support for its stabilization."¹⁵ Accordingly, the aforementioned objective framework sets the outcome as "The water and sanitation environment of the host communities for refugees will be improved" and the impact as "The living environments of host communities for refugees will be improved, and the local society and economy will be stabilized."

The evaluation team considers that appropriate indicators to evaluate the occurrence of this outcome are "operation and maintenance statuses of provided equipment" and "degree of improvement of water supply and waste management services."

This project targeted a number of host communities scattered in 12 governorates across the country, and the number of equipment and products provided amounted to about 180, which were distributed to more than 60 municipalities, water supply utilities,

¹⁵Outline of Japan's ODA Project in Jordan (Grant Aid) on the website of Ministry of Foreign Affairs: https://www.mofa.go.jp/mofaj/gaiko/oda/data/gaiyou/odaproject/middleeast/jordan/contents_01.html
Exchange of letters about the grant aid to Jordan in press releases on the same website (March 23, 2016): See https://www.mofa.go.jp/mofaj/press/release/press4_003135.html.

and waste collection centers and treatment plants nationwide. The nature of the project, with a large number of items and quantities of equipment and products provided, and the fact that the recipients (i.e., end-users) are scattered over areas, makes it extremely difficult to collectively and quantitatively monitor the status of operation and maintenance of each piece of equipment and product. For the same reason, it was also difficult to obtain information that would allow us to measure in an aggregate and quantitative manner how and to what extent the provision of the equipment and products contributed to the improvement of water supply and waste treatment services (e.g., the increase in the volume of waste treatment by the provided equipment and products, the aggregate increase in the volume of water supply and water consumption, etc.). Furthermore, due to the global COVID-19 outbreak, on-site surveys could not be conducted, and qualitative evaluations, such as listening to the “voices” of users of the equipment and products and residents receiving the services at the sites where the equipment and products are utilized, were also limited.

In spite of the limited information, the questionnaire survey and interviews with MOPIC, the organization responsible for this project, and MOLA, WAJ/MOWI, the implementing organizations, confirmed that the provided equipment and products were properly delivered to the planned delivery points (end-users) and that they are being used effectively on a sustainable basis. In addition, according to JICS, the procurement agency, there were no reports of complaints such as breakdowns of the equipment/products or repair responses by the agency during the warranty period after delivery, and it was confirmed that there were no major problems in the operational and maintenance of the equipment/products. Although the data relied on and obtainable are limited due to the constraints in this survey, it was confirmed, at least based on the data obtained during this survey, that the equipment and products procured under this project had been delivered to the end-users as discussed and decided at the aforementioned intergovernmental committee based on the regional needs identified by MOLA and WAJ/MOWI, the implementing agencies, and the end-users were continuously using the equipment and products as planned.

Considering the nature of this project, in which the provided equipment and products are widely distributed to more than 60 municipalities and entities scattered across 12 governorates nationwide, the correlation between the population of registered Syrian refugees in each region/governorate and the amount of equipment and products distributed under this project was examined from the view points of the effectiveness of this project in contributing efficiently and effectively to the improvement of water and sanitation environment of the target communities. Table 3-4 shows the population of Syrian refugees in each region/province and the amount of equipment/products distributed, as well as the cost of the equipment/products (based on CIP price).

Table 3-4 Population of Registered Syrian Refugees in Each Governorate and the Cost of Equipment and Products Provided (CIP prices in yen)

Region	Governorate	Population of Syrian Refugees in Host Community	Cost of Equipment and Products (CIP Price) (JPY)
North	Ajloun	11,029	34,306,368
	Jerash	89,932	19,396,160
	Irbid	270,959	130,724,766
	Mafrq	8,569	189,785,366
	sub-total	380,489	374,212,660
Central	Amman	269,549	147,786,208
	Balqa	19,886	307,282,176
	Madaba	74,289	96,669,276
	Zarqa	10,945	175,740,718
	sub-total	374,669	727,478,378
South	Aqaba	4,427	84,964,838
	Karak	11,909	214,171,858
	Maan	1,104	140,694,146
	Tefelah	5,472	87,096,838
	sub-total	22,912	526,927,680
Total		778,070	1,628,618,718

(Source: Prepared from Final Report on Japan's Grant Aid for the Economic and Social Development Program for the Hashemite Kingdom of Jordan (FY 2015), JICS and Population and Housing Census (2015), Department of Statistics of Jordan)

Table 3-4 above indicates that the inflow of Syrian refugees and the cost of equipment and products allocated to respective regions and governorates. The amount of the equipment and products that are allocated to the southern region where the inflow of refugees is relatively small is considerably more than the northern and central regions where refugees are concentrated more intensely. Regarding the large amount of equipment and products distributed to the southern region in comparison to the refugee population, MOPIC, the organization responsible for this project, explained that Syrian refugees, who are currently concentrated in the northern and central regions, tend to move to the south in search of better living conditions, cheaper housing, and employment so that it is necessary to improve public services in the southern region as a future response. It was explained that the equipment and products provided were necessary to prepare for this in governorates in the southern region.

In deciding on the final delivery points (end-users) and the target areas, the Ministry of Foreign Affairs of Japan was also aware of the inclusion of the southern region which has a small population of registered Syrian refugees and inquired of the Jordanian government. The Jordanian government expressed its strong intention that "since the refugees are now not confined to the northern areas but have expanded throughout the country, local support (throughout the country) will contribute to stabilizing the basic livelihoods of the Syrian refugee host communities in the country as a whole." In other words, in response to the Jordanian side's recognition in the problem setting, which is

that the entire country of Jordan serves as a single host community, the view was expressed by MOFA that the project effectively responded to the weakening of public services caused by the influx of refugees by providing equipment and products throughout the country. Since MOPIC, the organization responsible for this project on the Jordanian side, chairs the JRPSC and is responsible for planning and coordinating the response to Syrian refugees in Jordan by taking the lead in formulating the JRP, their request to include the southern region for the provision of equipment and products can be understood as part of that planning and as a result of coordination with support from other donors and international organizations. As Syrian refugees and host communities are concentrated in the northern and central regions of the country, Jordan, other donors, and international organizations are accordingly concentrating their limited amount of support on these regions. Thus, by requesting Japan to provide more generous support to the southern regions, where resources are not well distributed, it can be considered that it would be creating a better environment for Jordan, other development partners to concentrate their investment and support in the northern and central regions in an effective manner.

As described above, it can be concluded that, in general, from the understanding that the country as a whole is supporting entire Syrian refugees as a single host community, so to say, the project objective is achieved by effectively responding to the deterioration of public services caused by the influx of refugees.

3-1-3 Appropriateness of Processes

The Grant Aid for Economic and Social Development Program, formally called Non-project Grant Aid, is a grant aid scheme that is implemented based on a request for assistance from a developing country. It has been utilized since FY1987 as an aid scheme that can be promptly and flexibly implemented based on the diplomatic needs in line with the foreign policies. Conventionally, the Grant Aid for Economic and Social Development Program was mainly implemented through requested projects related to the procurement of materials, goods, equipment, and products for which project formation was possible without detailed design and construction cost estimation through on-site preliminary surveys.

(1) Process of Identifying Development Issues and the Decision to Implement the Project

Since the 2011 Syrian crisis, it has been mainly MOPIC that explains the issues on incoming Syrian refugees and the current status of host communities, as well as the challenges they face, according to the Embassy of Japan in Jordan. At the same time,

MOPIC that is responsible for formulating the JRP explained the purpose of formulating the JRP and the detailed support requests to the development partners through the JRPSC, etc.

Before this project was implemented, the details of the request from the Government of Jordan was examined mainly by the Embassy of Japan in Jordan, and this was done by carrying out interviews with MOPIC in order to make a univocal assessment, which was shared with the ODA Task Force, including JICA Jordan Office, to make a final assessment. Based on this assessment, a final decision was made on the implementation of support, and the upper limit of support was determined by the Ministry of Foreign Affairs. Later, an E/N was signed in March 2016.

The final recipients (end-users) of the equipment and products were not specified at the stage that the implementation of this project was requested through a Jordanian government proposal or at the stage of the signing of an E/N between two governments. After the E/N was signed, the Jordanian government signed a procurement agency contract with Japan International Cooperation System (JICS), which is a procurement agent. Subsequently, an intergovernmental consultative committee consisting of representatives both from the Government of Jordan and the Government of Japan, namely, MOPIC as the responsible agency, and MOLA and WAJ/MOWI as implementing agencies, and the Embassy of Japan in Jordan was set up with JICS serving as the advisor. At this consultative committee meeting, the recipients (end-users) of equipment and products were discussed for the first time. The items, specifications, and quantities of equipment and products, as well as the recipients (end-users), were determined based on the needs analysis of each region by the implementing agencies, MOLA and WAJ/MOWI, as mentioned earlier, respecting the intention of the Jordanian side. The equipment and products distributed have contributed to the improvement of the water supply and waste management services in the target areas.

(2) Effective Collaboration with Other Schemes

In the rolling plan of the “Country Development Cooperation Policy for the Hashemite Kingdom of Jordan (2017),” this project was positioned as part of the “Support Program for Syrian Refugees and Host Communities” in the following project scheme, with the intention of synergy through the implementation of multiple projects.

- Japan Overseas Cooperation Volunteers (JOCV) regarding youth development in Syrian refugee camps
- Japanese Initiative for the Future of Syrian Refugees (JISR) (Long-term Training)

- The Second Program for Urgent Improvement of Water Sector for the Host Communities for Syrian Refugees in Northern Governorates (Grant Aid)
- The Project for the Improvement of Waste Management Equipment in Northern Region Hosting Syrian Refugees (Grant Aid)
- Project for Enhancing Education Support Activity Model at Public Schools (Technical Cooperation Project at Grass-root)
- Humanitarian and Social Stabilization Support in Jordan (Multilateral Cooperation)

(3) Implementation Structure of Relevant Agencies and Support Implementation Process

Country Assistance Planning Division III of the International Cooperation Bureau, the Ministry of Foreign Affairs, was the main control division for the implementation structure on behalf of the Government of Japan. In addition, the Embassy of Japan in Jordan has played an important role in negotiations with the Government of Jordan, the consultation and examination of requests, information gathering, implementation support, and monitoring. In the Government of Jordan, MOPIC serves as the responsible organization for preparing and signing requests, notes verbal, and E/N related to the request and implementation of the grant aid cooperation. WAJ/MOWI in the water sector and MOLA in the waste disposal management were in charge of the selection of goods, equipment, and products to be procured, determination of distribution destinations, and project implementation and management in the respective sectors as the implementing agencies.

JICS served as the procurement agent. JICS carried out a series of procurement operations on behalf of the Government of Jordan based on the procurement agency contract.

The Grant Aid for Economic and Social Development Program is carried out according to the implementation structure and implementation process shown in Figure 3-1, based on the Exchange of Notes, etc., and this project also falls under this structure. Thus, there were no deficiencies in the implementation structure.

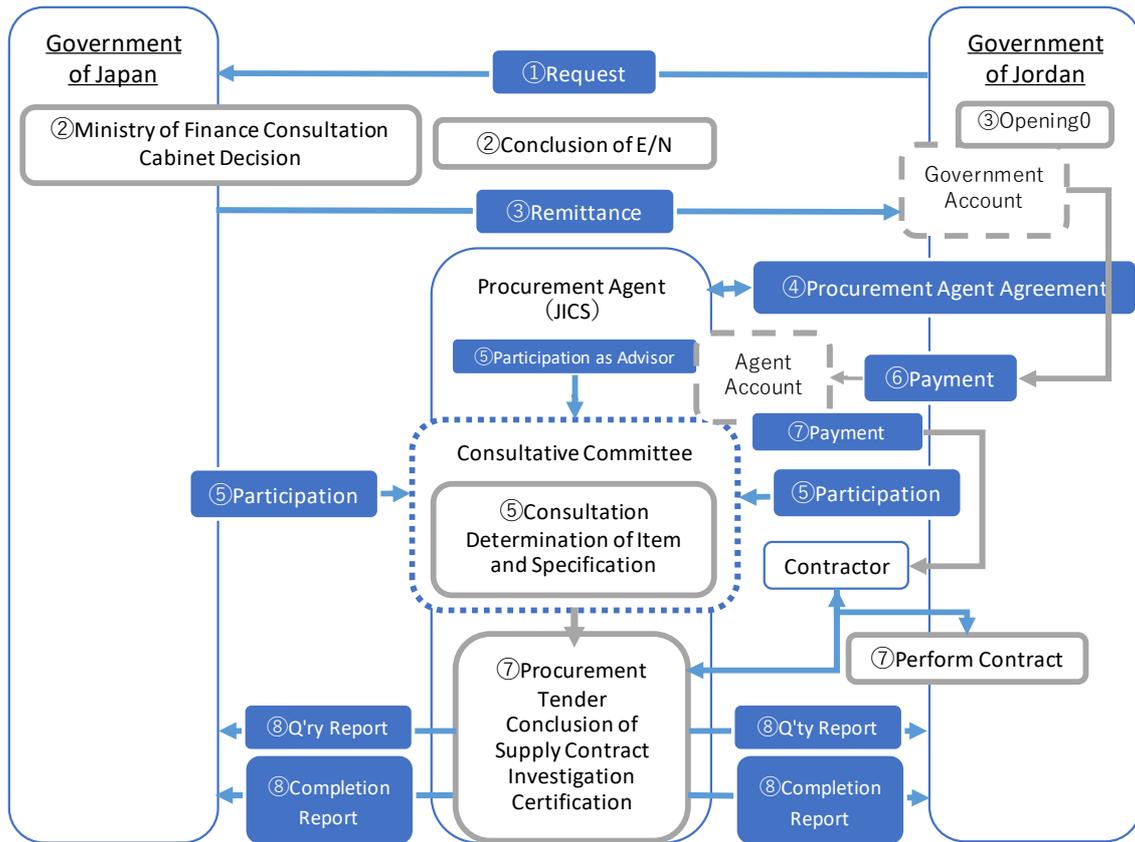


Figure 3-1 Implementation Structure and Implementation Process of Grant Aid for Economic and Social Development Program

(4) Collaboration with Other Donors and International Organizations

The JRPSC, an advisory and coordinating organization for the formulation of JRP, is chaired by MOPIC and is composed of representatives of the government agencies and ministries of Jordan, donors, international organizations such as UNHCR, and NGOs. JRPSC is responsible for promoting consensus-building as well as collaboration and cooperation between donors and international organizations. The Government of Japan is participating in the platform through the Embassy of Japan in Jordan and has established a collaborative relationship with other donors and international organizations.

3-2 Diplomatic Viewpoints

Outline of Evaluation Results (Evaluation from Diplomatic Viewpoints)

(1) Diplomatic Importance

For Japan, which depends on the Middle East for many of its energy resources, peace and stability in the Middle East are directly linked to its own national interests, and Jordan holds a key geopolitical position in this region. Cooperating in the political and social stability and economic development of Jordan is important for ensuring Japan's energy security through peace and stability in the Middle East and for maintaining and developing good bilateral relations. This project aims to support host communities affected by the influx of Syrian refugees and thus help stabilize the region, and it can be evaluated as playing a part in Japan's cooperation to assist the stabilization of the Middle East and Jordan.

(2) Diplomatic Impact

This project was able to respond to the request of the Government of Jordan in a timely manner, and in that respect, contributed to strengthening bilateral relations. In addition, Japan has been leading efforts to make refugee issues an international priority as an advocate of "human security," thus, it is believed that the implementation of this project, among other similar refugee-related supports, has demonstrated that Japan is one of the leading actors in refugee-related cooperation.

3-2-1 Diplomatic Importance

The turmoil in North African governance since the Arab Spring, the civil war in Syria, and delays in restoring security in Iraq and Afghanistan have made Japan's Middle East diplomacy extremely complicated. Support for Jordan, whose policies are centered on the implementation of omnidirectional equidistant diplomacy with Middle Eastern countries, bears an extreme significance for the stability in the region. For Japan, which depends on the Middle East for about 80% of its crude oil and about 30% of its natural gas, peace and stability in the Middle East are extremely important issues that are directly linked to its own national interests, and Jordan holds a key geopolitical position in this region. The revised Country Development Cooperation Policy for the Hashemite Kingdom of Jordan (2017) states that "Cooperating with Jordan's political and social stability and economic development will help ensure Japan's energy security through peace and stability in the Middle East, and will maintain and develop good bilateral relations. It is highly significant for Japan to provide development cooperation to Jordan." This project is expected to have contributed to the regional stabilization of Jordan, and along with other support, it is believed to have played a part in the above policy.

Peace and stability in the Middle East, which faces many challenges such as the threat of radicalism and the mass outflow of refugees, are international issues. Following terrorist attacks that resulted in the murder of Japanese nationals in Syria in 2015, the Government of Japan announced the “Future Japanese Diplomacy (Three Pillars).” This project was implemented as part of the efforts under one of the main pillars, “enhancing diplomacy towards stability and prosperity in the Middle East.” Therefore, it can be understood that the implementation of this project contributes to Japan’s national interests, including the stability and prosperity of the Middle East and countermeasures against terrorism by realizing regional peace, as part of Japan’s support measures for Jordan.

3-2-2 Diplomatic Impact

At the plenary session of the UN Summit for Refugees and Migrants held in September 2016, the then Prime Minister Abe mentioned Japan’s support for Syrian refugees and host communities in many countries, including Turkey and Jordan, and appealed that Japan has been leading efforts to make refugee issues an international priority as an advocate of “human security.” Mr. Abe explained the characteristics of Japan’s support in this sector as the parallel implementation of both urgent “humanitarian support” and “development assistance” that promotes refugee independence and the economic development of host countries, and advocated “coordination between humanitarian support and development assistance.” He emphasized that Japan would take a leading role in resolving refugee and migrant issues by providing seamless support to both refugees and host communities, from humanitarian assistance to economic development. This project is one example, and it is believed that implementation of this project, among other similar refugee-related supports, has demonstrated that Japan is one of the leading actors in refugee-related cooperation.

On the other hand, this project is the only grant aid for which an E/N was signed in 2015, and Japan was able to show an attitude of continued support for Jordan. Before this project was requested, moreover, the then Deputy Prime Minister and Foreign Minister of Jordan explained to the Deputy Minister for Foreign Affairs of Japan, who was visiting Jordan on an official trip, that the sheer number of Syrian refugees was putting pressure on public services in host communities, and support, particularly in the water supply sector, was needed. This project was able to respond in a timely manner to requests from high-level officials of the Government of Jordan, and in that respect, contributed to the strengthening of bilateral relations.

On April 1, 2016, the then Prime Minister Abe, who was visiting the United States to attend the 2016 Nuclear Security Summit, met with His Majesty King Abdullah II of the Hashemite Kingdom of Jordan. Prime Minister Abe informed His Majesty that the Government of Japan had decided to provide assistance of about USD 350 million in February 2016, including about USD 65 million for Jordan to support refugees response, as well as grant aid of about USD 17 million in March 2016 for provision of Japanese products in the waste disposal and water supply sectors, in support of Jordan as a key to regional stability. In response to this, King Abdullah repeatedly expressed his gratitude for Japan's unwavering support, including the supports just extended.

At the equipment delivery ceremony for this project held on April 3, 2018, the Permanent Secretary of the Ministry of Local Administration, and representatives from the Joint Service Councils from the regions to which the equipment was to be deployed, repeatedly expressed their gratitude for Japan's support. At the equipment delivery ceremony held on the following day, Mr. Ghazawi, Minister of Water and Irrigation, expressed his gratitude for Japan's long-standing cooperation in the water sector, saying, "Cooperation between Japan and Jordan in the water sector has continued for decades, and His Majesty King Abdullah places importance on the water sector. Therefore, the Government of Jordan highly appreciates the contributions of Japan as a major donor. With the influx of Syrian refugees and the increasing demand for water during peak summer months, this provision of equipment will be very effective. I strongly hope that a cooperative relationship with Japan will continue in the water sector in the future."

In sum, Japan has continued to support Syrian refugees in Jordan and has built a very good political relationship with Jordan. As a part of this series of support for Syrian refugees, this project can be evaluated as successful.

Chapter 4 Recommendations

Recommendations based on Evaluation Results

- (1) Necessity of adequate and careful explanation for the project
- (2) Enhancing performance management through the introduction of an objective framework
- (3) Implementation of effective public relations
- (4) Monitoring and measuring the effects related to the operation and maintenance of equipment and products

4-1 Necessity of Adequate and Careful Explanation for the Project

In the request of this grant aid project, the Government of Jordan specified the purpose of use of the equipment and products to be procured and the final recipients/beneficiaries (end-users) as follows: “The needed equipment will be distributed to the areas impacted by the crisis, and will serve the Syrian refugees and the Jordanian population while striving to foster the resilience and effectiveness of Jordan’s service delivery system in the areas of, local governance and municipal services (waste management services), and water and sanitation.” The Ministry of Foreign Affairs of Japan explained the beneficial outcomes of this project as follows: “This project aims to improve the living environments of host communities for refugees and to contribute to the economic and social development of Jordan through support for stabilizing the country.” Therefore, it can be understood that this project was planned to set host communities for refugees that have been affected by the large influx of Syrian refugees due to the Syrian crisis as the target group.

Syrian refugees are seeking a place to live and reside in communities scattered in regions and governorates throughout Jordan. In the viewpoints of effectiveness in the evaluation criteria set in this study (see 1-1 “Evaluation Framework”), one can argue that the resources of this project could be allocated in reference to the ratio of the registered Syrian refugee population to the population in respective areas; assistance could be more concentrated in the northern and central regions which accommodate more Syrian refugees where the deterioration of water and sanitation services could be more prominent. From this perspective, it is difficult to understand the rationale behind the large allocation of equipment and products to the southern region where the influx of registered refugees is relatively small compared to other regions. Thus, it is important to explain the appropriateness of the decision-making process fully.

As discussed in Section 3-1-2 “Effectiveness of Results” (3) “Outcome/Impact”, the influx of Syrian refugees is more prominent in the northern and central regions.

However, the target groups of this project are the refugee host communities scattered all over Jordan, including the southern region which was included based on Jordan's problem setting that the whole country should be considered as a single host community. The project was to effectively address the deteriorated public services, particularly in the water supply and waste management sector. Therefore, the southern region, which has a relatively low ratio of registered refugees to the total population in the area, was included in the target group and received equipment and products. As mentioned in 3-1-2(3), the expected effects of this project have been confirmed, so it is convinced that there was no problem in setting the target group that includes the southern region as a host community. Although the evaluation team has no particular objection to the process of the target setting, it is difficult to immediately understand how the entire country of Jordan could become the target group of this project by simply referring to the information released by the Ministry of Foreign Affairs. The evaluation team considers that a more careful and convincing explanation of the decision-making process should have been necessary. Thus, more adequate and careful explanations are necessary for future projects.

4-2 Enhancing Performance Management through Introduction of Objective Framework

In the process of this project, starting from the request to the implementation and monitoring, the logic of the project, especially the logic of how the outputs produce the outcome/impact, has not been clearly documented. Without indicators to measure the degree of the achievement of the project, the outcome of the project cannot be sufficiently clarified. In line with the objective framework identified by the evaluation team as shown in 3-1-2 "Effectiveness of Results" (3) Outcomes and Impacts, it is important to consider how the outputs of this project, "provision of Japanese equipment and products," would contribute to the outcomes and impacts "improvement of water and sanitation environments of the host communities" and "improvement of the living environment of the host communities for refugees." In particular, it is not clear how the provision of equipment and products to the southern region where the population of registered Syrian refugees is small would efficiently and effectively contribute to the improvement of the living environment of the host communities throughout the country. It seems that the logic of the project is difficult to understand because there was no "clarification of the outcome" of the project.

The evaluation team considers that "clarifying outcome and impact," "logical explanation on how outputs efficiently and effectively produce an outcome," and "setting and monitoring indicators" could be useful for effective implementation of a project. It would be worth considering, if feasible, the introduction of performance

management by setting and measuring the indicators in the project, through preparing and sharing an objective framework, a simplified version of a logical framework which shows theoretical nature and flow of input-output-outcome/impact, from the early stage when a recipient country submit the initial request and the details are verified.

4-3 Implementation of Effective Public Relations Activities

Public relations on this project are quite limited, constituting only of the report made on E/N by the Ministry of Foreign Affairs on the ministry's website and on the handover ceremony on the Japanese Embassy in Jordan's website. Proactive public relation information can be rarely found on social media either. Public relation information on individual projects on the website of the Ministry of Foreign Affairs and elsewhere is limited to the individual project details. For this project, however, it would have been desirable to use effective and attractive public relations with a clear narrative in connection with the overall picture, such as the framework of Middle East diplomacy, human security initiatives including refugee support and humanitarian assistance, and the history of bilateral relations with Jordan. It is important to proactively inform how Japan is fulfilling its international responsibilities, and to enhance its visibility in the Middle East, a region exceedingly important to Japan, in terms of the Syrian crisis, refugee issues, and humanitarian assistance, in order to deepen the understanding of the people of Japan.

4-4 Monitoring and Measuring the Effects for Operation and Maintenance of Equipment and Product Provided by the Project

The recipient government of this project is not obliged to report on how the provided goods, equipment, and products are used and maintained. In order to enhance performance management through the introduction of the objective framework as mentioned above, it would have been more appropriate to follow the operation and maintenance statuses of goods, equipment, and products, which have been provided to local governments and entities nationwide, through the implementing agencies (MOLA and MAJ/MOWI). It is complicated to confirm and organize their individual usage statuses of goods, equipment, and products, which were distributed to many end-users all over the country. One idea would be to utilize the existing operation and management system of the recipient county. In general, it is expected that implementing agencies are normally obliged to report on implementation status and accounting of the projects they are in charge of and have their own way of asset management. Setting-up a monitoring system utilizing such an existing system of the recipient county would be worth considering for similar projects in the future. The Embassy of Japan in Joran is planning to conduct on-site visits which are currently not

possible due to travel restrictions resulting from the COVID-19 outbreak. Ground proofing of how equipment is used and maintained will be very meaningful once circumstances allow.