

Third Party Evaluation Report 2021  
Ministry of Foreign Affairs of Japan

# **Evaluation on Japan's Education Cooperation Policy 2015-2020**

**March 2022**

Chief Evaluator: Dr. ISHIDA Yoko, Professor/Director, Center for the  
Study of International Cooperation in Education, Hiroshima University

Advisor: Dr. KURODA Kazuo, Professor/Dean, Graduate School of  
Asia-Pacific Studies, Waseda University

International Development Center of Japan Inc.

## Preface

This report is an evaluation of Japan's education cooperation policy, and was commissioned by the Ministry of Foreign Affairs of Japan (MOFA) to the International Development Center of Japan Inc. in FY 2021.

Since its commencement in 1954, Japan's Official Development Assistance (ODA) has contributed to 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.

This evaluation study reviewed the Japan's current education cooperation policy, which is called "Learning Strategy for Peace and Growth" and evaluated its implementation status and achievements to make useful recommendations on how to develop and implement a future education cooperation policy in an effective and efficient manner, as well as to achieve accountability to the public.

The Evaluation Team in charge of this evaluation study consisted of a chief evaluator (Dr. Ishida Yoko, Professor, Hiroshima University) and an advisor (Dr. Kuroda Kazuo, Professor, Waseda University). Dr. Ishida supervised the entire evaluation process, and Dr. Kuroda provided advice and input on analytical and evaluation processes. In addition, to complete this study, we received support from MOFA, the Japan International Cooperation Agency (JICA), and local ODA Task Forces, as well as government agencies, project implementation agencies, other donor agencies, non-governmental organizations (NGOs), and private companies. 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 2022

International Development Center of Japan Inc.

Note: This English version is a translation of the Japanese Evaluation Report on the Evaluation of Japan's Education Cooperation Policy.

# Evaluation of Japan's ODA to Education Cooperation Policy (Brief Summary)

## Evaluation Structure

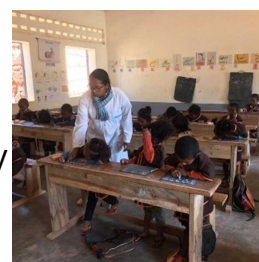
### Evaluators (Evaluation Team)

- Chief Evaluator: Dr. ISHIDA Yoko, Director, The Center for the Study of International Cooperation in Education, Hiroshima University
- Advisor: Dr. KURODA Kazuo, Dean, The Graduate School of Asia and the Pacific, Waseda University
- Consultant: International Development Center of Japan Inc.

Period: FY 2015 – FY 2020

Evaluation Implementation Period: September 2021 to March 2022

Field Survey Country: El Salvador, Madagascar (online survey)



Evaluation Target  
(Madagascar)

## Background, Objectives, and Scope of the Evaluation

Education cooperation has been positioned as one of the priority areas in Japan's development cooperation. Thus, the Government of Japan formulated the “Learning Strategy for Peace and Growth,” as a sectoral development policy in education that was guided by the “Development Cooperation Charter” formulated in 2015. The policy stipulates that “a third-party evaluation of this policy should be carried out at an appropriate time in order to utilize the results for planning and implementing a future education cooperation policy, as well as to achieve accountability to the public.” Since it has been six years since the implementation of the education cooperation policy, this evaluation was carried out for this purpose.

## Brief Summary of the Evaluation Results

### ● Development Viewpoints

#### (1) Relevance of Policies

The policy has been positioned as an education development policy of the Development Cooperation Charter approved by the Cabinet in February 2015. It was formulated based on the Sustainable Development Goals (SDG) 4, which has set forth efforts to address the educational challenges faced by partner countries. The policy has also incorporated areas of comparative advantage in Japan's education sector, and has been consistent with the needs of partner countries owing to the fact it was developed after sufficient consultations with practitioners of education cooperation and NGOs. (Rating: Highly satisfactory)

#### (2) Effectiveness of Results

Japan's bilateral assistance for education amounted to more than US\$3.1 billion over the five years from 2015 to 2019, which was about 75% of the previous five years. However, in terms of outcomes of its cooperation, it was confirmed that Japan's contributions to resolving educational issues and achieving educational goals in partner countries and the international community were

satisfactory. Since 2020, new initiatives such as the digitization of teaching materials, and the implementation of on-line classes and training were confirmed to have begun to ensure learning continuity, although they were greatly affected by the spread of COVID-19. (Rating: Satisfactory)

### **(3) Appropriateness of Processes**

MOFA formulated this policy, having individually sought advice from relevant ministries, JICA, universities, international organizations, NGOs, private companies, and other stakeholders. At the implementation stage, officials from Japan's diplomatic missions, JICA, and other organizations formed an ODA Task Force, which regularly conducts information-sharing with partner countries on the formulation of aid policies and development projects, and monitors the progress of the projects. Cooperation with other donor agencies and diverse aid modalities were also applied to meet diverse assistance needs. However, since the implementation period and targets of the policy were not set, there has been room for improvement in monitoring and evaluating the implementation of the education cooperation policy. (Rating: Satisfactory)

\* Note: Ratings: Highly satisfactory, Satisfactory, Partially unsatisfactory, Unsatisfactory

## **● Diplomatic Viewpoints**

### **(1) Diplomatic Importance**

Recognition of this policy from partner governments, other donor agencies, and Japan's overseas establishments is not high. In contrast, the governments of partner countries are well aware of individual education projects, and appreciated that assistance is from Japan. As a result, it seems that Japan's education cooperation has contributed not only to addressing the educational issues of the partner countries, but also to building better bilateral relations and the enhancement of Japan's presence.

### **(2) Diplomatic Impact**

Japan's education cooperation has met the development needs of partner countries. The cooperation has been provided on the ground, working together with local counterparts. Therefore, the trust and expectations from those countries are high, and it can be concluded that the approaches of Japan's cooperation have contributed to strengthening bilateral relations. For example, a head of a state personally expressed his gratitude for Japan's cooperation in the education sector where an educational initiative named after Japan has been implemented. Another example is that there are education projects that have strengthened international and regional networks of education cooperation and led to strengthened intra-regional cooperation in regions such as ASEAN, Central America, and Africa. Thus, diplomatic spillover effects created by education cooperation are believed to have emerged.

## **Recommendations**

### **(1) Recommendations on Policy Content of Japan's Education Cooperation**

- Prioritizing important areas of a new policy should be considered as it will likely need to provide

a variety of education cooperation in line with international trends.

- The implementation period of the next education cooperation policy and its targets should be set and incorporated into the policy in order to be accountable to the public and to share information with concerned parties.
- The policy needs to include the following five points. 1. The purpose of cooperation and the target fields should be stated separately as much as possible. 2. Effectiveness of cooperation should be enhanced by maintaining and strengthening cooperation with other actors and businesses closely related to a project, leveraging the accumulated outcomes of previous cooperation, ensuring the use of trained personnel, and not only creating new mechanisms but also utilizing existing systems. 3. A monitoring system tailored to the actual conditions of the partner country should be established. 4. Long-term relationships of trust with partner countries should be established. 5. Networking approaches, cooperation with multilateral and bilateral donor agencies, a variety of assistance modalities including financial support, should be maintained to implement cooperation flexibly to meet local needs.

## **(2) Recommendations on Policy Formulation and Implementation Process of Japan's Education Cooperation**

- Existing platforms where stakeholders such as related ministries, JICA, universities, international organizations, NGOs, and private companies can meet and discuss the formulation of an education cooperation policy in an open and transparent manner, should effectively be utilized.
- The implementation progress of this policy should be monitored by further utilizing platforms such as the “Japan International Education Cooperation Groups Meetings,” etc. In addition, a third-party evaluation of the policy implementation should be conducted at an appropriate time to draw recommendations and reflect them in a new policy. For this purpose, the policy implementation period and policy targets to be achieved need to be determined and set forth.
- Knowledge and cooperation from the Ministry of Education, Culture, Sports, Science and Technology (MEXT) are essential in formulating, executing and evaluating projects to implement an education cooperation policy more effectively and efficiently. For example, holding periodic meetings with three parties, MOFA, MEXT, and JICA which is an ODA implementing agency, should be considered.
- As for public relations concerning the policy, Japan should take opportunities to announce this policy by Japanese leaders to the international community. ODA implementing authorities, including within MOFA, Japan's overseas establishments, and JICA should also be continuously informed of this policy.
- Relevant information on the “diplomatic importance and impact” of education cooperation policy should be kept and collected in order to enrich evaluations in this area, during the period of an individual education project and at the time of monitoring and evaluation. The collected information should then be reported.

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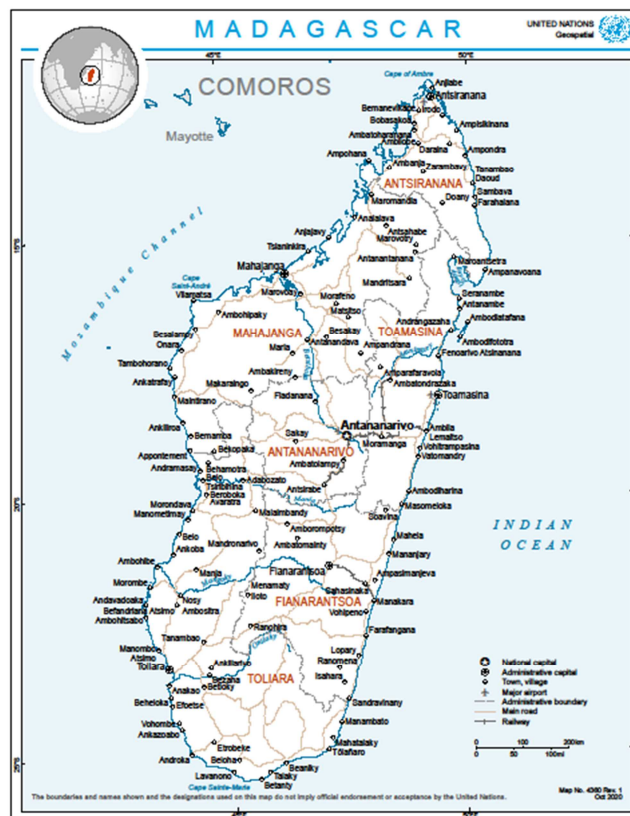
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## Map



El Salvador map



Madagascar map

Source: United Nations, Geospatial in all cases



## Chapter 1 Background, Objectives and Evaluation Framework

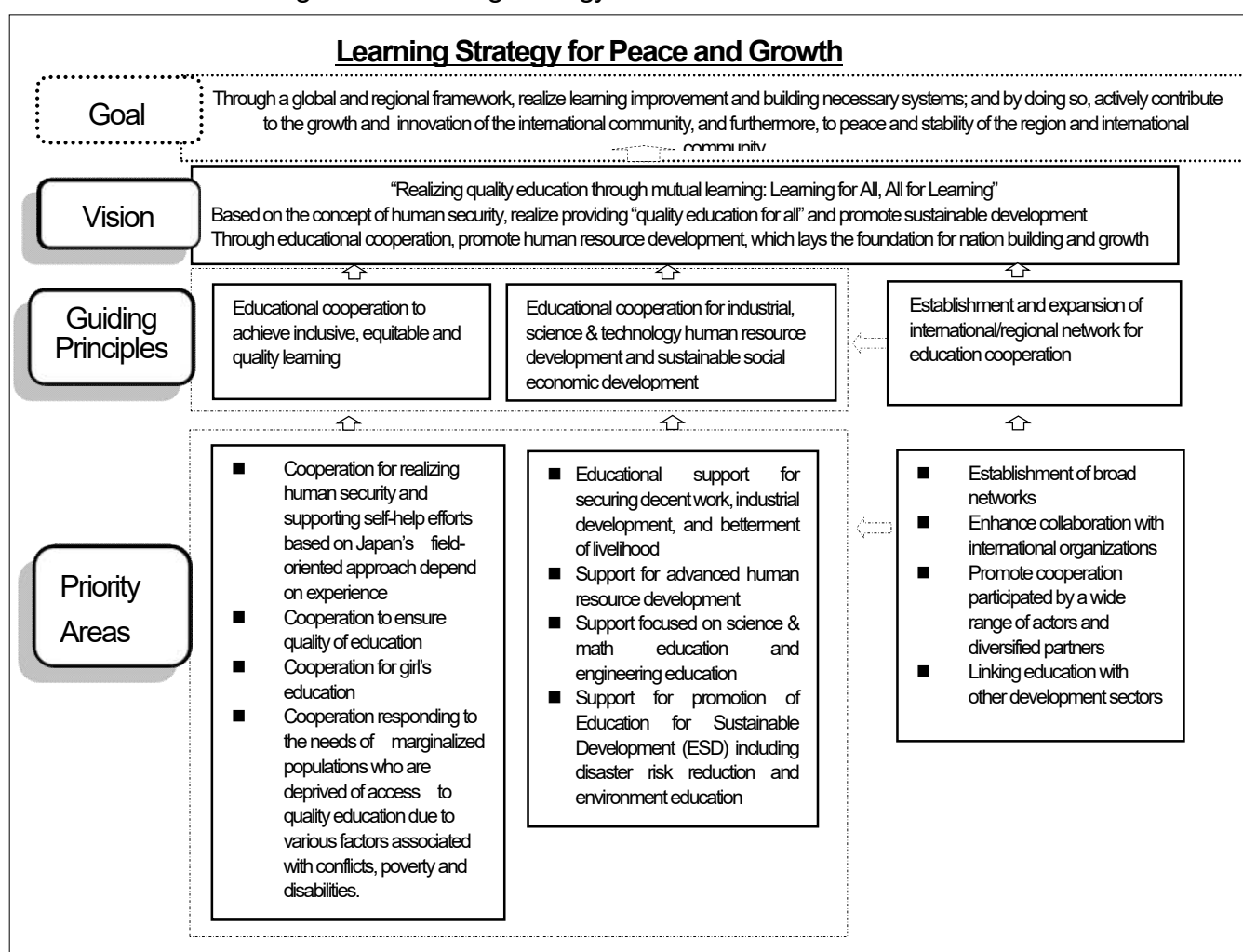
### 1 Background and Objectives of Evaluation

Education cooperation has been positioned as one of the priority areas in Japan's development cooperation. Thus, Japan's education cooperation policies called “Basic Education Initiative for Growth (BEGIN)” and “Japan's Education Cooperation Policy 2011-2015” had been formulated and implemented in 2002 and 2010 respectively, and the implementation of those policies were evaluated. Subsequently, the Government of Japan formulated the “Learning Strategy for Peace and Growth,” as another sectoral development policy in education that was guided by the “Development Cooperation Charter” formulated in 2015. The policy also stipulates that “a third-party evaluation of this policy should be carried out at an appropriate time in order to utilize the results for planning and implementing a future education cooperation policy, as well as to achieve accountability to the public.” As six years has passed since the implementation of the education cooperation policy, this evaluation was carried out for this purpose.

### 2 Scope of Evaluation

The scope of evaluation is the “Learning Strategy for Peace and Growth,” an issue-specific policy of the Development Cooperation Charter. The policy's vision is to “realize quality education through mutual learning: Learning for All, All for Learning.” Two sub-visions set forth in the vision are “based on the concept of human security, realize providing “quality education for all” and promote sustainable development,” and “through educational cooperation, promote human resource development, which lays the foundation for nation building and growth.” Under the above-said visions of the policy, there are two guiding principles directly related to education, and another principle, which is a cooperation approach that enable the first two guiding principles to function well. They are namely: 1, “educational cooperation to achieve inclusive, equitable and quality learning;” 2, “educational cooperation for industrial, science & technology human resource development and sustainable social economic development;” and 3, “establishment and expansion of international/regional network for educational cooperation.” The vision and the three guiding principles as stated above are designed to achieve the policy goal of “realizing learning improvement and building necessary systems through a global and regional framework; and by doing so, actively contribute to the growth and innovation of the international community, and furthermore, to peace and stability of the region and international community.” There are 12 priority areas in total under the policy as each of the three guiding principles consists of four priorities. An objective framework of the whole policy can be shown in Figure 1-1.

Figure 1-1 Learning Strategy for Peace and Growth



Source: Evaluation Team, based on “Learning Strategy for Peace and Growth”

The period, region, and fields covered by this evaluation are shown in Table 1-1.

**Table 1-1 Duration, Region, and Scope of Evaluation**

Duration	6 years from 2015 to 2020
Region, and Fields	All education sub-sectors: pre-primary, primary, secondary and higher education, non-formal education, technical and vocation education and training: TVET)

### 3 Evaluation Methodology and Analysis

This evaluation was conducted in accordance with three development viewpoints (“Relevance of Policies,” “Effectiveness of Results”, and “Appropriateness of Processes”) and two diplomatic viewpoints (“Diplomatic Importance” and “Diplomatic Impact”). Those viewpoints are derived from the ODA Evaluation Guidelines (13th Edition) by MOFA, and were applied in this evaluation as criteria. The “Learning Strategy for Peace and Growth” was comprehensively

evaluated by analyzing the collected information and data qualitatively and quantitatively. Employed tools for the evaluation were literature review, online interviews with domestic stakeholders (the interview summaries are included in Appendix 6-3), secondary evaluation of education cooperation projects implemented and completed between 2015 and 2020 (see Chapter 2.3.), online field studies of case studies in El Salvador and Madagascar (see Chapter 2.4), and a questionnaire survey of Japan's overseas establishments (see Chapter 2.5). A summary of these evaluation tools is as follows.

**Table 1-2 Main Evaluation Tools**

Literature review	The Development Cooperation Charter (2015), MOFA's relevant documents and reports of MOFA e.g. White Papers on Development Cooperation, Annual Reports on Japan's ODA, MOFA's policy self-evaluation reports, JICA Position Paper in Education Cooperation, OECD-DAC and United Nations reports and statistics, etc.
Online interviews with domestic stakeholders	MOFA, the Ministry of Education, Culture, Sports, Science and Technology (MEXT), JICA, experts in education, NGOs, private companies, etc.
Secondary evaluation	Ex-post evaluation reports, terminal evaluation reports, project completion Reports, etc. (Only selected projects)
Online field studies	The Embassies of Japan, JICA Overseas Offices, Ministries of Education, International Cooperation Organizations, schools, people concerned with education projects, etc.
Questionnaire survey	Japan's overseas establishments in countries where education cooperation is being implemented.

A framework presented in Appendix 1 was set out to execute this evaluation. It shows the relations of the five identified evaluation areas described later in Chapter 2, the five evaluation viewpoints, and research items and contents to be verified. As for the evaluation analysis, it rates the "Learning Strategy for Peace and Growth" from the three development viewpoints in the ODA Evaluation Handbook for FY2021. The said rating is divided into four levels: "Highly satisfactory", "Satisfactory", "Partially unsatisfactory;" and "Unsatisfactory." No rating will be given to the education cooperation policy from the diplomatic viewpoints. The outline of the five development and diplomatic viewpoints of the ODA evaluation and rating is shown in Appendix 2.

#### 4 Evaluation Team

This evaluation was commissioned by MOFA, and was conducted by a total of six members, including Dr. ISHIDA Yoko from Hiroshima University as the chief evaluator, Dr. KURODA Kazuo from Waseda University as an advisor, and four consultants from the International Development Center of Japan Inc. During the course of the evaluation, the evaluation team, MOFA, and JICA held three review meetings to "improve the quality of the evaluation and derive practical recommendations."

### Evaluation Team Members

Chief Evaluator	ISHIDA Yoko	Director / Professor, Hiroshima University, Center for the Study of International Cooperation in Education
Advisor	KURODA Kazuo	Dean / Professor, Graduate School of Asia- Pacific Studies, Waseda University
	MUTA Hiromitsu	Principal Researcher, International Development Center of Japan Inc.
Consultants	HASHIMOTO Kazuaki	Senior Researcher, International Development Center of Japan Inc.
	YUKI Takako	Senior Researcher, International Development Center of Japan
	YAMADA Yumiko	Researcher, International Development Center of Japan

## 5 Limitations of Evaluation

The “Learning Strategy for Peace and Growth” did not set forth in it its effective implementation period, and targets and indicators to be achieved. In addition, there is neither a regular or periodical monitoring mechanism in place to measure the progress and achievements of this education cooperation policy, nor collection of relevant data. Thus, it was not clear how and on the bases of what this evaluation should assess the current policy. As a result, this was a limitation faced by the evaluation team. Since the movement of the evaluation team was restricted due to the impact of COVID-19, all the case studies and interviews were carried out online, which limited research activities to some extent.

## Chapter 2. Analysis of Five Identified Evaluation Areas

There is a process of formulation, communication, implementation, and evaluation when it comes to the implementation of a strategy or policy in general. The process is concerned not only with how to formulate a strategy and its contents, and to get it across to people involved, but also with how to conduct projects under the strategy with a robust implementation system, to verify (monitor and evaluate) the progress and achievements produced by the strategy. Therefore, this policy evaluation identified and focused on the following five areas of the “Learning Strategy for Peace and Growth.” They are: 1. “International Trends in Education Cooperation”; 2. “Planning, Implementation, and Monitoring & Evaluation of the Learning Strategy for Peace and Growth”; 3. “Achievements and Analysis of Japan’s Education Cooperation”; 4. “Case Studies: Education Cooperation in El Salvador and Madagascar”; and 5. “Perspectives of Japan’s Overseas Establishments.” The main evaluation points in each of the five areas were: 1. to review international trends in education cooperation to see how they relate to the Policy; 2. to examine how the Policy was formulated and communicated to stakeholders, and how the Policy was implemented; 3. to conduct secondary evaluation selected education cooperation projects in order to analyze the overall trends, including the outcomes of the projects; 4. to examine the education cooperation projects implemented in the two case study countries, looking not only at output/outcomes/impact, but also at the process of the cooperation where the results were produced; 5. to analyze how the policy was implemented by looking into the questionnaire responses by Japan’s overseas establishments.

### 1 International Trends in Education Cooperation

A major stream of international cooperation of education, including each country’s education policies and education assistance in the international community, was formed in 1990. The World Conference on Education for All, which was held in Jomtien, Thailand in the same year, was the turning point (Yoshida 2019). “Education for All (EFA),” which aimed at achieving the completion of primary education, was set as a common goal to be achieved by the international community through the collaboration of a variety of stakeholders involving developing countries, developed countries, international organizations, and civil society at the conference.

The Dakar Framework for Action was adopted in 2000 at the World Education Forum held in Dakar, Senegal. It was made up of six educational goals. They were, for example, the completion of primary education by 2015, and reducing the gap in gender enrollment at the primary and secondary education levels. In the same year, the United Nations Millennium Summit adopted the Millennium Development Goals (MDGs), which focused on human and social development including poverty reduction. One of the MDGs was the achievement of universal primary education.

According to the 2015 report on the United Nations MDGs, the primary school net enrollment rate in developing countries increased from 83% in 2000 to 91% in 2015. It also showed that the number of out-of-school children of primary school age decreased from about 100 million

in 2000 to 57 million in 2015, and the literacy rate among youth aged 15 to 24 improved from 83% in 1990 to 91% in 2015, while the education gap between men and women narrowed. The self-help efforts of developing countries with assistance of education cooperation from the international community is thought to have contributed greatly to these improvements. On the other hand, it is reported that the quality of education did not improve sufficiently or even worsened due to the lack of classrooms, textbooks, and teachers in the face of sudden and rapid increases in the number of enrolled students.

The World Education Forum was held in Incheon, South Korea in 2015, where the Incheon Declaration was adopted and took over the contents of the Dakar Framework for Action. In the same year, the United Nations General Assembly adopted the Sustainable Development Goals (SDGs) with a set of 17 international goals and 169 targets. While the MDGs targeted only developing countries, the SDGs have been agreed on as a comprehensive set of universal policy goals that all humanity should strive for. SDG Goal 4 is to “ensure inclusive and equitable quality education and promote lifelong learning opportunities for all.” This is a goal for the education sector that encompasses all levels of education and emphasizes lifelong learning. The Education 2030 Framework for Action, a framework for action to implement SDG 4, was also adopted in 2015.

Data from the Sustainable Development Report 2021 published by Cambridge University Press in June 2021 indicates that the global indicator for SDG Goal 4 improved by 1.4% between 2015 and 2020. However, the spread of COVID-19 has significantly affected the progress of SDG 4 since the beginning of 2020.

UNESCO Director-General Audre Azoulay made a statement on the International Day of Education in January 2021 that “91% of the world's learners or 1.5 billion students, encountered school closure at the peak of the COVID-19 infections. Although outside-school learning environments such as television and radio educational programs and online classes, have been set up, 470 million learners have been left behind without the benefits of these measures, worsening inequality of educational opportunities between the haves and have-nots.” The 260 million children and adolescents had already been out-of-school prior to the pandemic. In addition, it is anticipated that 24 million children are going to face difficulties returning to school due to the impact created by the COVID-19. United Nations has sounded the alarm on this “critical situation.”

Under these circumstances, the role of the international community in education cooperation has become greater than before in order to provide “uninterrupted learning” for all children.

## **2 Formulation, Implementation, Monitoring and Evaluation of the “Learning Strategies for Peace and Growth”**

### **(1) Japan's Education Cooperation Policies and Third Party Policy Evaluation**

Since the formulation of the first “Japan's ODA Charter” in 1992, the Government of Japan has been providing development cooperation that contributes to solving poverty problems and

developing human resources for self-reliant development in developing countries. The Government of Japan prioritized its cooperation in basic education among education subsectors since the adoption of the EFA resolution in 1990, as reflected in the government's policies and initiatives. They are, for instance, the Second Tokyo International Conference on African Development (TICAD II) in 1998, the Japan's Medium-Term Policy on ODA in 1999, and the Basic Education for Growth Initiative (BEGIN) announced at the G8 Kananaskis Summit in June 2002.

The Government of Japan expanded the scope of fields where its education cooperation was provided since the year 2000, influenced by the international cooperation trend such as the MDGs and SDGs. The United Nations General Assembly adopted a resolution on the "United Nations Decade of Education for Sustainable Development : DESD" in December 2002. The resolution was proposed by Japan, and its implementation began in January 2005. The DESD emphasized the value and importance of education, positioning education for sustainable development (ESD) as "almost the only means of transforming individual knowledge, skills, values, attitudes and lifestyles, while transforming an entire socio-economic system."

As for Japan's development cooperation policy, when the 1992 Japan's ODA Charter was revised in August 2003, the notion of "human security" was included as one of the basic cooperation policies. The perspectives of education for poverty reduction, human development, and social development were also included. The "ODA Medium-Term Policy," in line with the revised ODA's Charter, was released in February 2005, incorporating Japan's support not only in basic education but also in higher education and vocational training.

In 2010, the Government of Japan formulated the "Japan's Education Cooperation Policy 2011-2015" based on the principle of human security. The policy clearly stated that the role of Japan's education cooperation is to contribute to the achievement of international goals and provide comprehensive support for the entire education sector with an eye on the post-2015 era. As seen above, this policy was also committed to not only cooperation in basic education, but also to other education sub-sectors in a well-balanced manner.

Recommendations from the evaluations of BEGIN and Japan's Education Cooperation Policy 2011-2015 are shown in the table below. The recommendations from the two third party evaluations are categorized into policies and implementations.

**Table 2-2-1 Recommendations from  
Results of Past Third Party Evaluations of Education Cooperation Policies**

	<b>Basic Education for Growth Initiative (Evaluation in FY 2007-2008)</b>	<b>Japan's Education Cooperation Policy 2011-2015 (Evaluation in</b>
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		FY 2015-2016)	
Categories			
Recommendations			
Policies	Commonalities	• Setting and disclosing targets of policy	
		• Developing and disclosing specific policy implementation plans	
	Differences	• Selection of priority areas and concentration of inputs	• Mainstreaming concept of inclusiveness
		• Strengthening efforts to address gender disparities	• Strengthening ESD
		• Implementing assistance in emergency	
Policy Implementation	Commonalities	• Positioning education cooperation policy as a top policy	
		• Carrying out monitoring/evaluation (mid-term and final) of policy and disclosing the results	
		• Establishing a mechanism of policy making, implementation, monitoring and evaluation	
		• Organizing a forum regularly, where MOFA, the Ministry of Finance, MEXT, JICA, NGOs, private companies, academics, etc. gather in order to enhance common understanding of and raise awareness	
		• Applying various aid schemes to create synergetic effects.	
		• Improving coordination and cooperation with other donor agencies and sectors	
	Differences	• Presenting a cooperation framework to support self-help efforts of the partner countries	• Developing a guideline for policy implementation
		• Improving a system regarding school construction implemented by grant aid	• Establishing a cooperation mechanism to formulate and implement an education cooperation policy
		• Expanding a loan-based cooperation	• Developing a guideline for policy implementation
		• Devising and implementing initiatives with detailed activities, which are related to EFA-Fast Track Initiative (FTI)	

Source: Evaluation Team, based on evaluation reports on “Basic Education for Growth Initiative” and “Japan’s Education Cooperation Policy 2011-2015”

“Japan’s Official Development Assistance Charter” was reviewed in 2014, “Development Cooperation Charter” was issued in February 2015. The new Charter retains the principle of “human security,” positions “quality growth” and “poverty eradication through the quality growth” as priority issues, and states that Japan provides necessary support to “promote human-centered development” through “quality education for all.” Against the backdrop of the current trend in



international education cooperation, and the knowledge and achievements of Japan's education cooperation to date, a new policy for Japan's education cooperation called the "Learning Strategy for Peace and Growth" was drawn up in September 2015.

## **(2) Formulation, Implementation, and Monitoring & Evaluation of the Learning Strategy for Peace and Growth**

This evaluation examined the process of planning, implementation, as well as monitoring and evaluation of the Learning Strategy for Peace and Growth. To begin with, this policy was announced as a new education cooperation policy in September 2015, after the new "Development Cooperation Charter" was announced in the same year. At the time, an independent evaluation of the previous policy, "Japan's Education Cooperation Policy 2011-2015," was underway, so the results and recommendations of the evaluation were not fully reflected in the successive policy. However, the announcement of Japan's new education cooperation policy to the world was made at the same time as the SDGs were adopted and announced at the UN Summit.

MOFA, which is the leading government agency of the policy, sought advice individually from a variety of stakeholders to develop the new education cooperation policy, who were MEXT, JICA, academics, international organizations, NGOs, and the private sector. Thus, the policy was formulated based on contribution to the achievement of common global goals such as SDGs, and Japan's efforts to date and advantages in education cooperation. The policy was comprised of three guiding principles in four areas, which consisted of 12 priorities in total.

When implementing the policy, Japan had announced its commitment to education cooperation at high-level international conferences held by Japan, and the policy and related projects have been widely publicized at home and abroad. For example, at the G7 Charlevoix Summit held in Canada in 2018, the Government of Japan announced "its commitment of US\$200 million to support quality education and human resource development for girls and women in developing countries. The G20 Human Capital Investment Initiative for Sustainable Development Outcome Document at the 2019 G20 Osaka Summit contained a strong joint declaration that "we reaffirm our commitment to promoting inclusive and equitable quality education for all." This is in line with the vision of Japan's education cooperation policy.

Furthermore, at the 7th Tokyo International Conference on African Development (TICAD7) held in Yokohama in 2019, a commitment to education, and research and development at all the levels, including STEM, was confirmed with the aim of "deepening sustainable and resilient societies." The policy was also mentioned in a speech by then Prime Minister Abe at the SDG Summit 2019 at the United Nations in September of the same year. In addition to these political messages, it is also important to steadily disseminate relevant information in Japan and overseas, including partner countries, on a daily basis. In this regard, MOFA has been working to make the ODA cooperation more visible to the Japanese public by posting information on related policies,

education cooperation programs, and project outlines on its ODA website. In terms of PR abroad, the English translation of the “Learning Strategy for Peace and Growth” is available on the Japanese website mentioned above. However, the education cooperation website on the ODA website in English has not been updated for a long time, and the English translated policy is not on the English website. The policy has not been translated into other major languages, either such as French and Spanish.

MOFA, which is the ministry in charge of the policy, issued instructions within the ministry and to Japan's overseas establishments abroad to share the policy and for its use in formulating education cooperation projects. The policy was also shared with JICA, the ODA implementing agency. Based on this policy, JICA prepared the “JICA Position Paper in Education Cooperation” as its own education cooperation policy.

As mentioned earlier, the results and recommendations of a third-party evaluation of the previous policy called “Japan's Education Cooperation Policy 2011-2015,” were not reflected in the current policy. However, according to the “ODA Evaluation Annual Report 2017,” the aforementioned third party evaluation results and recommendations were followed up. For example, in response to a recommendation to “positioning education cooperation policy as a high-level policy,” the ODA Task Force held a remote seminar on education support, and the new policy was explained to Japan's overseas establishments and JICA field offices. As a follow-up to another recommendation to “effectively disseminate and further strengthen the strength of “Japan's cooperation not in theory but in the field”, MEXT the leading agency, MOFA, the Ministry of Economy, Trade and Industry (METI), JICA, the Japan External Trade Organization (JETRO), and other organizations, have been working together to utilize Japan's strengths in education for its education cooperation and they launched the Public-Private Partnership Platform for Overseas Development of Japanese-Style Education (EDU-Port Nippon).

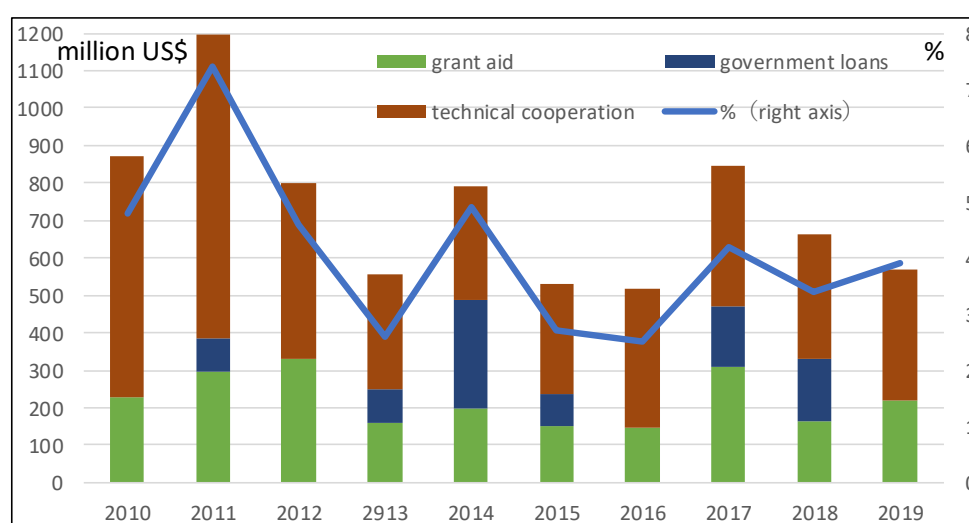
With regard to the policy self-evaluation conducted independently by the Ministry of Foreign Affairs, targets are set qualitatively, and the progress and performance of measures are reported and announced in the policy evaluation report. For example, there are several brief references to the policy in the FY2021 MOFA policy evaluation report, which stated that “the government has worked on education cooperation for inclusive and equitable quality learning, industrial, scientific and technological human resource development, sustainable socio-economic development, and the establishment and expansion of international and regional education cooperation networks.” However, since the education cooperation policy has not set up specific target values, the target period, inputs, outputs, and outcomes, it is difficult to monitor and evaluate the policy objectively from a quantitative point of view. In addition, the policy states that the policy will be periodically reviewed by relevant parties at the “Japan International Education Cooperation Groups Meetings” and other organizations. However, while the contents of the 2021 online seminar on “Considering Education

Cooperation under the COVID-19 Crisis," has been disclosed, any results of the evaluation of the education cooperation policy have not been made public until now.

### 3 Achievements and Analysis of Japan's Education Cooperation

#### (1) Japan's Education Cooperation and Contribution

Figure 2-3-1 shows bilateral assistance disbursements in the field of education from 2010 to 2019. The following compares the five years from 2010 to 2014 prior to the implementation of the current five-year policy from 2015 to 2019.



Source: Reference Materials for Development Cooperation Issued by the International Cooperation Bureau of MOFA (each Year)

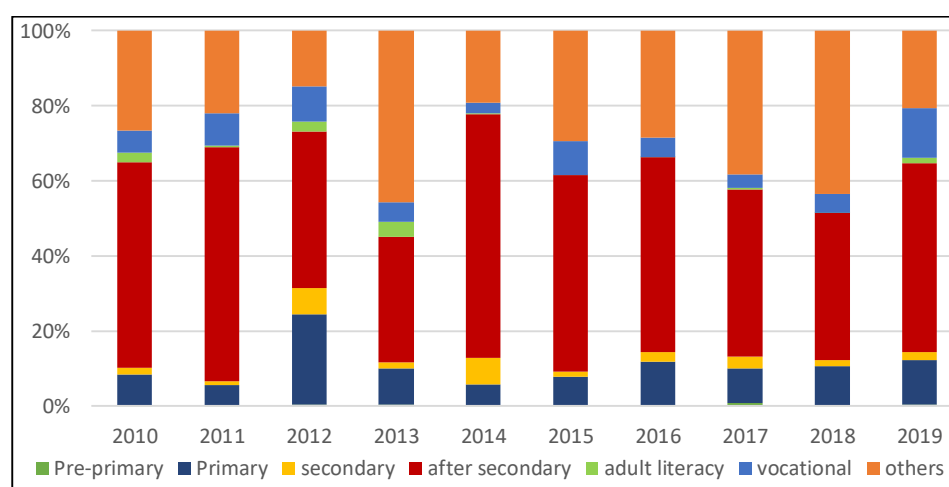
**Figure 2-3-1 Disbursements in the Education Sector by Type of Bilateral Assistance**

Disbursements over the five-year period from 2015 were just over US\$3.1 billion, of which technical cooperation was the largest at 55.0%. However, the total amount of bilateral assistance disbursements for the education sector in 2015-2019 declined to 74.1% of the total amount in 2010-2014. In particular, the amount of technical cooperation showed a large drop of 67.9%. Not only has the total amount been smaller, but it has also decreased as a percentage of bilateral assistance (4.7% in 2010-2014 and 3.3% in 2015-2019).

Figure 2-3-2 shows the trend in the ratio of disbursements by education sub-sector. In 2015-2019, post-secondary education accounted for the largest share at 47.0%, while primary and secondary education accounted for 12.3%. Pre-primary education and adult literacy education were less than 1%. The ratio of post-secondary education declined from 53.6% in 2010-2014, and the percentage of others (such as education policy and administration, facilities and training, teacher training, education and research, and meals) increased. As a result, the content of assistance has diversified.

However, education cooperation is not limited to bilateral assistance schemes. There are many situations where better education cooperation can be achieved by working with actors other than JICA. For example, in conflict-affected countries, direct support by JICA is difficult, and there are projects commissioned to international organizations and NGOs. According to the “List of the Government of Japan’s Support Projects” on the website of the United Nations Children’s Fund (UNICEF) Tokyo Office, 40 projects including educational support were listed from FY2015 to FY2020, and according to the assistance scheme, one emergency grant, nine grant aid for international organizations, 30 supplementary budgets, for a total of ¥17.62 billion, and an annual average of ¥2.94 billion were calculated. In addition, 16% of the ordinary contribution of US\$19 million in 2020 was paid for educational purposes. Therefore, the total amount was ¥3.26 billion per year, equivalent to 5% of the bilateral assistance amount. Other contributions included contributions to other international organizations such as UNESCO, trust funds aimed at educational support in partner countries, and various forms of support for development assistance-related projects implemented by NGOs.

Grant Assistance for Grassroots Human Security Projects (GGP) by Japan in FY 2019 totaled ¥8.371 billion. According to the survey conducted for Japan’s overseas establishments, however, the average expenditure for the education sector between FY2015 and FY2020 was 62.9%, which indicated that approximately ¥5.27 billion and 8% of the bilateral assistance was used for education cooperation. In Grant Assistance for Japanese NGO Projects, from FY2015 to FY2019, a total of 169 projects were adopted in the field of education and human resource development, with a total of ¥7.371 billion (an average of ¥1.474 billion per Fiscal Year) and equivalent to 2% of the total amount of bilateral assistance. In addition, although the amount was not so large, public-private partnerships involving a variety of stakeholders were also being developed in the education field, utilizing a variety of schemes, including JICA grassroots technical cooperation project, support for SMEs and SDGs businesses, promotion of private sector technology, and emergency humanitarian assistance provided by the Japan Platform.



Source: Reference Materials for Development Cooperation Issued by the International Cooperation Bureau of MOFA (each Year)

### **Figure 2-3-2 Assistance by Sector**

## **(2) Secondary Evaluation of the Evaluation Reports on Education Cooperation Projects**

### **A. Method of Analysis**

Evaluations of education cooperation projects implemented and completed from 2015 to 2020 (including projects that had been implemented continuously before 2015) were made at the interim, completion, and ex-post, and these evaluation reports have been published. Although the evaluation results differ depending on the project, a certain trend can be seen when the evaluation results of many projects are summarized. In order to conduct quantitative reviews of these project evaluations, the items described in each evaluation report were evaluated secondarily for each evaluation criteria based on the evaluation form, and the results were analyzed.

Fifty-one education-related projects were analyzed in this section, including the interim, completion and ex-post evaluation results (including the Completion Report and the Completion Evaluation Form for Small-Scale Projects in addition to the Completion Evaluation Report). These fifty-one projects were analyzed as follows. Those projects, for which only the ex-ante evaluation results were published but no subsequent evaluation results were available, were not included, because the outcomes were unknown. The most recent evaluation reports were used when there were multiple evaluation reports for each project, including interim, completion, and ex-post.

As a result, 21 projects in Asia, 21 in Africa, and 9 in other regions were included in the analysis. By scheme, they consisted of 36 technical cooperation projects, 6 ODA loan projects, and 9 grant aid projects. In addition, 38 of the projects were initiated prior to 2015, and 13 were initiated in 2015 and later. The list of evaluation reports included in the secondary evaluation is shown in Appendix 3-1.

The secondary evaluator was three of the consultants in charge of this evaluation. In order to eliminate the evaluation tendencies of individual secondary evaluators as much as possible, these evaluation reports were randomly assigned to three secondary evaluators, and at least two of them performed the secondary evaluation based on the evaluation form shown in Appendix 3-2. The mean of the evaluation values of evaluators was used as the value for each evaluation item. All evaluations were performed in four stages.

### **B. Assessment of the Vision, Guiding Principles, and Priority Areas of the Policy**

This policy described the “vision,” “guiding principles,” and “priority areas” from different perspectives based on the objectives. In looking at education cooperation projects since 2015 as a whole, the content was expected to be all-inclusive of this policy. However, in terms of individual projects, there were none that included all the viewpoints of the “vision,” “guiding principles,” or

“priority areas” and specific “vision,” “guiding principles,” and “priority areas” were emphasized in each case.

The extent to which various “vision,” “guiding principles,” and “priority areas” were taken into account in specific projects could be determined by carefully reading the content of the evaluation report. By examining what “vision,” “guiding principles,” and “priority areas” were emphasized for each project, and by combining the findings, the overall education cooperation policy could provide an overview of what the emphasis was in the actual implementation of education cooperation policy.

For example, there were two sub-visions such as “based on the concept of human security, realize providing “quality education for all” and promote sustainable development” and “through educational cooperation, promote human resource development, which lays the foundation for nation building and growth.” Since these ideas were not conflicting, there were many projects in which all of these ideas were taken into consideration when looking at a specific project, but of course, there should also be a large number of projects in which one of the ideas was considered more strongly depending on the project. The same was true for the guiding principles and priority areas. Table 2-3-1 calculated the number of projects with an average score of 3.0 or higher, considering that an average score of 3.0 or higher indicated a fairly strong association, according to the four-point scale of “4 very relevant,” “3 fairly relevant,” “2 less relevant,” and “1 hardly relevant.”

**Table 2-3-1 Relationship between Direction of International Education Cooperation and Major Characteristics of Projects**

Direction of support		Case	(%)	Average
I. Relationship with the vision of support in the field of education	Based on the concept of human security, realize providing “quality education for all” and promote sustainable development	36	70.6	3.15
	Through educational cooperation, promote human resource development, which lays the foundation for nation building and growth	34	66.7	3.25
II Relationship with guiding principles and priority areas	Guiding Principle 1: Educational cooperation to achieve inclusive, equitable and quality learning			
	Cooperation for realizing human security and supporting self-help efforts based on Japan’s field-oriented approach depend on experience	29	56.9	2.82
	Cooperation to ensure quality of education (betterment of learning)	33	64.7	3.12
	Cooperation for girl’s education (reduction of gender disparities in education)	8	15.7	1.95
	Cooperation responding to the needs of marginalized populations who are deprived of access to quality education due to various factors associated with conflicts, poverty and disabilities	13	25.5	2.10
	Average of the above four items	13	25.5	2.50
	Guiding Principle 2: Educational cooperation for industrial, science & technology human resource development and sustainable social economic development			

	Educational support for securing decent work, industrial development, and betterment of livelihood	13	25.5	2.26
	Support for advanced human resource development	14	27.5	2.21
	Support focused on science & math education and engineering education	23	45.1	2.62
	Support for promotion of Education for Sustainable Development (ESD) including disaster risk reduction and environment education	3	5.9	1.91
	Average of the above four items	12	23.5	2.25
	Guiding Principle 3: Establishment and expansion of international/regional network for educational cooperation			
	Establishment of broad networks	17	33.3	2.44
	Enhance collaboration with international organizations	9	17.6	1.91
	Promote cooperation participated by a wide range of actors and diversified partners	18	35.3	2.52
	Linking education with other development sectors	7	13.7	1.86
	Average of the above 4 items	8	15.7	2.18

NOTE : For each item, projects with a rating of 3.0 or more were counted, and the proportion of all projects (51) and the average score of all projects were shown. Items with an average value of 3.0 or higher were highlighted. Source: Prepared by the Evaluation Team

With regards to the “vision,” 36 projects, accounting for 70.6% of the total, were strongly related to “based on the concept of human security, realize providing “quality education for all” and promote sustainable development.” Many projects emphasized this principle. In contrast, 34 projects were strongly related to “through educational cooperation, promote human resource development, which lays the foundation for nation building and growth” (66.7%).

In relation to the “guiding principles and priority areas”, 33 projects and 64.72% of the total were related to “cooperation to ensure quality of education (betterment of learning)” in relation to guiding principle 1, “educational cooperation to achieve inclusive, equitable and quality learning,” and 29 projects and 56.9% of the total were related to “cooperation for realizing human security and supporting self-help efforts based on Japan’s field-oriented approach depend on experience.” Regarding guiding principle 2, “educational cooperation for industrial, science & technology human resource development and sustainable social economic development,” 23 projects and 45.1% of the total were strongly related to “support focused on science & math education and engineering education.” Regarding guiding principle 3, “establishment and expansion of international/regional network for educational cooperation,” 18 projects and 35.3% of the total were strongly related to “promote cooperation participated by a wide range of actors and diversified partners,” 17 projects and 33.3% of the total were strongly related to “establishment of broad networks,” which were not sufficiently high.

In addition, it should be noted that the analysis results in Table 2-3-1 were only for projects whose evaluation reports were available, and there might be other projects where other sub-items are strongly related.

## C. Secondary Evaluation Results Read from the Reports

### (a) Secondary Evaluation Results of Evaluation Items

Table 2-3-2 shows how the three secondary evaluators evaluated the content of the 51 evaluation reports for education cooperation projects that were addressed here. The evaluations were based on the evaluation form in Appendix 3-2. Each evaluation item was evaluated in four stages, from high to low. The method of numerical calculation was the same as in Table 2-3-1.

**Table 2-3-2. Secondary Evaluation Results (by Evaluation Items)**

Direction of support		Case	(%)	Average
1 Relevance of policies	Consistency with Japan's higher-level policies	51	100.0	3.88
	Consistency with the development needs of partner countries	51	100.0	3.89
	Consistency with international priorities	48	94.1	3.28
	Consistency with other donors' assistance policies	12	23.5	2.04
	Japan's comparative advantage	43	84.3	3.46
	Overall score	51	100.0	3.82
	Average of the above five items (excluding the overall score)	51	100.0	3.31
	Average of the above five items and the overall score	51	100.0	3.57
2 Effectiveness of results	Appropriateness of inputs	48	94.1	3.62
	Degree of achievement of outputs	45	88.2	3.58
	Degree of achievement of direct outcomes (goals of the case)	43	84.3	3.40
	Was there a strong causal relationship between the project and the achievement of the project goals?	46	90.2	3.48
	Degree of achievement of expected impact	37	72.5	3.03
	How strong was the causal relationship between the achievement of the project's goals and the expected impact?	38	74.5	3.09
	Degree of unexpected positive/negative impact	42	82.4	3.60
	Whether the project incorporated a mechanism to ensure sustainability	30	58.8	2.83
	Whether the intended effects of the project will be sustained after the completion of the project	40	78.4	3.07
	The degree to which the environment, including policies and organizational capacity, was conducive to sustainability.	35	68.6	3.02
	The extent to which the environment was conducive to ensuring sustainability (technology); whether the technology was capable of ensuring sustainability	35	68.6	2.98
	The level of the environment to ensure sustainability (financial); whether the financial capability was capable to maintain sustainability	28	54.9	2.75
	Overall score	46	90.2	3.32



	Average of the above 12 items (excluding the overall score)	35	68.6	3.20
	Average of the above 12 items and the overall score	35	68.6	3.26
3 Appropriateness of processes	Was the process of aid formulation appropriate?	46	90.2	3.40
	Was the aid implementation process appropriate?	42	82.4	3.24
	Was the aid implementation system appropriate?	41	80.4	3.15
	Were coordination with diverse donor agencies appropriate?	21	41.2	2.51
	Was it appropriate to consider the characteristics and features of the partner country?	34	66.7	2.99
	Overall score	43	84.3	3.22
	Average of the above five items (excluding the overall score)	32	62.7	3.06
	Average of the above five items and the overall score	31	60.8	3.14
4 Overall grade for the above three items from the development perspective		45	88.2	3.34
	(Relevance total score + Effectiveness total score + Appropriateness total score)/3 + Overall score for development/2	45	88.2	3.40
	(Relevance item average + Effectiveness item average + Appropriateness item average)/3 + Overall score for development/2	42	82.4	3.33
5 Diplomatic viewpoints	Diplomatic importance	18	35.3	2.62
	Diplomatic impact	20	39.2	2.54
	Average of the above two items	17	33.3	2.58

Source: Prepared by the Evaluation Team

Relevance of policies was evaluated from five viewpoints and a comprehensive perspective. Most of the projects were “3 fairly high” or higher. Among them, “consistency with Japan's high-level policies,” “consistency with the development needs of partner countries,” and the “overall score” were all “3 fairly high” or higher in all projects. The “consistency with other donor agencies’ assistance policies” was somewhat low, with only 12 cases and 23.5% of cases of “3 fairly high” or higher.

Effectiveness of results was evaluated from 12 viewpoints and from a comprehensive perspective. From all viewpoints, there were many cases of “3 fairly high” or higher. In particular, “appropriateness of inputs” was 48, 94.1%. “Degree of achievement of outputs” was 45, 88.2%, and “degree of unexpected positive/negative impacts” was 42 and 82.4%, respectively, indicating “3 fairly high” or higher. In contrast, there were items with an average value of less than 3.0 for sustainability-related items, such as “the level of the environment to ensure sustainability (financial), whether the financial capability was capable of maintaining sustainability,” “whether the project incorporated a mechanism to ensure sustainability,” and “the extent to which the environment was conducive to ensuring sustainability (technology), and whether the technology was capable of

ensuring sustainability.” Nevertheless, projects with an average value of more than 3.0 accounted for more than half of the projects. This was probably due to the fact that projects with extremely low ratings lowered the average score.

Appropriateness of processes was evaluated from five viewpoints and from a comprehensive perspective. Most of the projects were “3 fairly high” or higher. The viewpoint on whether coordination with diverse donor agencies was appropriate was less than 3.0 with only 21 cases, and 41.2% of the total were “3 fairly high” or higher. The viewpoint was also low on whether it was appropriate to consider the characteristics and features of the partner country; and 34 cases and 66.7% of the total were “3 fairly high” or higher.

Overall, 45 cases and 88.2% of the above three items were evaluated comprehensively based on the “development perspective,” indicating that they were rated as “3 fairly high” or higher. There was no significant difference in the overall evaluation value, even if the evaluation value of each small item was taken into consideration.

Secondary evaluations were also made from diplomatic viewpoints. The “diplomatic importance” and “diplomatic impact” were rated as “3 fairly high” or higher in 18 cases and 35.3% of the total, and 20 cases and 39.2% of the total, respectively. The main reason for the low number of responses was that the diplomatic viewpoints were often not included in the evaluation reports. This was not to say that there was no “diplomatic importance” or “diplomatic impact,” but rather that if it was not included, it could not be judged, and a low rating was inevitable.

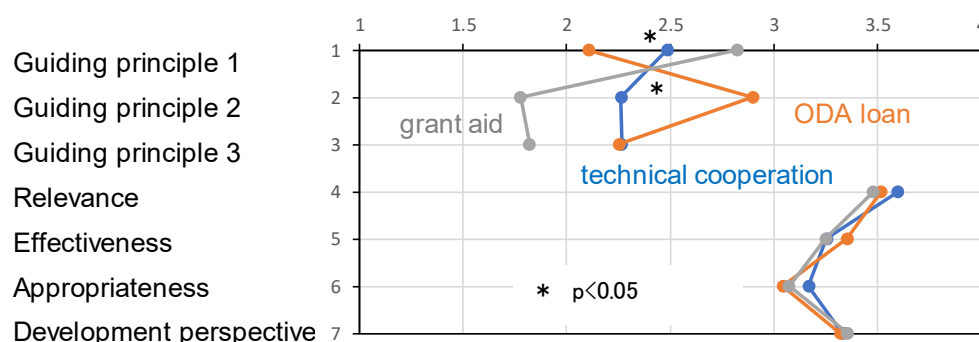
JICA's project evaluation reports were based on the “JICA Evaluation Guideline” and the “JICA Project Evaluation Handbook,” but these were based on the DAC evaluation 5 criteria (6 criteria from the 2021 edition), and they did not explicitly ask for diplomatic viewpoints to be included.

## **(b) Results of Secondary Evaluation by Classification Category**

The above evaluation results were discussed in several classification categories. Relevance of policies, effectiveness of results, and appropriateness of processes have many items. Considering the accuracy of the secondary evaluation here, it was not necessary to examine detailed items for each classification category. Therefore, the average value of the overall score plus the average score of each item were calculated, and the comprehensive evaluation score was calculated by adding some of the scores of the items to the overall score, and the final score was calculated for each classification category.

Figure 2-3-3 shows the evaluation scores by type of cooperation. In terms of guiding principles, many grant aid projects were high in guiding principle 1, “educational cooperation to achieve inclusive, equitable and quality learning,” while many ODA loan projects were high in guiding principle 2, “educational cooperation for industrial, science & technology human resource development and sustainable social economic development.” They were also statistically significant. Technical cooperation projects were equally closely related to the three guiding principles. However, in looking at the evaluation scores, there were few differences according to the

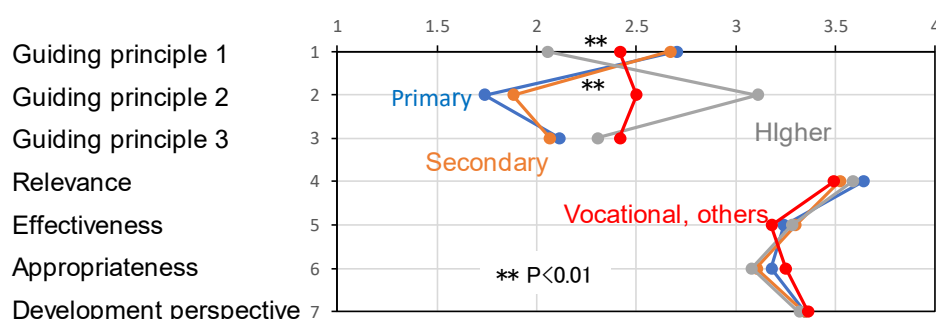
form of cooperation in terms of relevance, effectiveness, and appropriateness. Overall, although the relevance was high, the effectiveness was slightly low, and the appropriateness was even lower, but the average was still “3 fairly high” or higher.



Source: Prepared by the Evaluation Team

**Figure 2-3-3: Evaluation Scores by Type of Cooperation**

Figure 2-3-4 shows the evaluation scores for area of cooperation. Regarding the guiding principle 2, “educational cooperation for industrial, science & technology human resource development and sustainable social economic development” was mainly related to higher education, and the relationship was small in primary and secondary education. It was also statistically significant. However, there was not much difference between the areas of cooperation in terms of evaluation scores.

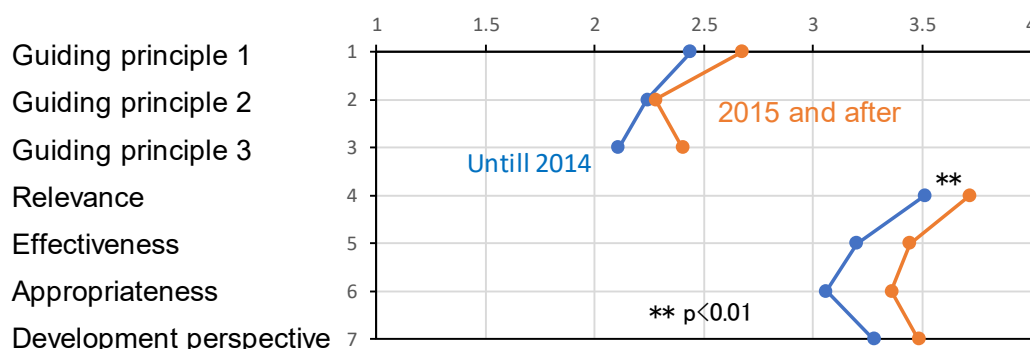


Source: Prepared by the Evaluation Team

**Figure 2-3-4 Evaluation Scores by Area of Cooperation**

Figure 2-3-5 shows the evaluation scores by the year cooperation began. Regarding the guiding principles, the values in 2015 or later were more consistent with guiding principle 1, “educational cooperation to achieve inclusive, equitable and quality learning” and guiding principle 3, “establishment and expansion of international/regional network for educational cooperation” than in 2014 or earlier. The purpose of the new education cooperation policy at the time of project formation was considered to be more widespread. Looking at the evaluation scores according to the year when cooperation began, not only the relevance, but also the effectiveness and appropriateness of projects that began in 2015 or later were higher. In particular, relevance was

statistically significant at the 1% level, and there was no doubt that projects were formed in accordance with the guiding principles, which may have affected outcome.



Source: Prepared by the Evaluation Team

**Figure 2-3-5 Evaluation Scores by Year of Commencement of Cooperation**

#### **D. Projects That Were Characteristic of the Vision, Guiding Principles, and Priority Areas of Education Policy**

There were a limited number of projects that were characteristic of the vision, guiding principles, or priority areas. Therefore, if the projects, which had the highest overall evaluation scores for each of these visions, guiding principles and priority areas were selected, it was possible to select the projects that were unique characteristic each item.

Specifically, as shown in Appendix 3-3, five projects with the highest overall scores for the guiding principles and evaluation standards were listed in order, and the specific project names were listed, including those in the same order. These were representative projects that had achieved relatively large results in each of the sub-items.

A typical project in relation to guiding principle 1 was the “Advancing Quality Alternative Learning Project” in Pakistan; guiding principle 2 was the “Project for Enhancement of Malaysia-Japan International Institute of Technology” in Malaysia; and guiding principle 3 was the ““School for All”: The Project on Support to Educational Development through Community Participation” in Madagascar. Although there were many projects where relevance of policies was high, the highest score was given to ““School for All”: The Project on Support to Educational Development through Community Participation. ” For effectiveness of results and appropriateness of process, Senegal’s “Project of Construction of Lower Secondary Schools in Louga Region and Kaolack Region” and Madagascar’s “ “School for All’: The Project on Support to Educational Development through Community Participation” showed the highest scores, respectively.

In addition to the “‘School for All’: The Project on Support to Educational Development through Community Participation,” the “Project for Improvement of Mathematics Teaching in Primary and Secondary Education” in El Salvador ranked fourth among projects with a high average for the three perspectives of development, all of which showed detailed evaluation results as project studies. In terms of diplomatic viewpoints, the effects of the “Project for Human Resource

Development Scholarship (JDS)” and the “Egypt-Japan University of Science and Technology (E-JUST) Project Phase 2” were highly evaluated.

### E. Relationship between Guiding Principles and Evaluation

Table 2-3-3 shows the results of regression analysis in order to see how the guiding principles affect the evaluation results of projects that can be read from the evaluation reports. The larger the regression coefficient value is, the higher its effect becomes. The guiding principle affecting relevance of policies was guiding principle 3, “establishment and expansion of international/regional network for educational cooperation.” Guiding principle 1 and guiding principle 2 mainly represented the types of projects, whereas guiding principle 3 indicated the methods and points to consider when implementing projects. As in the case of appropriateness of process, inclusion of relevance of policies in the explanatory variables was large but not statistically significant. Effectiveness of results was different from these, and did not rely on guiding principles, but the relationship was that if the appropriateness of the process was high, the effectiveness of the results was also high.

**Table 2-3-3 Factors Affecting the Evaluation**

Variables	Relevance	Appropriateness	Effectiveness
Guiding principle 1	0.105 (0.072)	0.149 (0.147)	0.170 (0.125)
Guiding principle 2	0.037 (0.054)	0.072 (0.109)	0.099 (0.092)
Guiding principle 3	0.226 (0.053) **	0.339 (0.125) **	-0.075 (0.113)
Relevance		0.544 (0.291)	0.012 (0.254)
Appropriateness			0.708 (0.124) **
Constant	2.728 (0.256) **	-0.080 (0.943)	0.516 (0.794)
Adjusted R <sup>2</sup>	0.343 **	0.376 **	0.522 **

Note: Regression coefficient (SE)

\*\* P<0.01

Source: Prepared by the Evaluation Team

### F. Analysis of the Recommendations Contained in the Evaluation Report

The evaluation reports contain recommendations. As shown in Table 2-3-4, on average, each report contained 1.47 recommendations for “technical improvement of the project,” 2.57 for “improvement of the environment (policies, systems, human resources, etc.) of the country concerned,” and 0.64 for “improvement of Japan's support system for the project.” Most of the items were related to the project or the country concerned. Lessons learned were also categorized in the same way, but the 0.86 lessons learned on “improvement of Japan's support system for the project” accounted for one-third of the total.

**Table 2-3-4: Average Number of Recommendations and Lessons Learned**

View point	Recom- menda- tions	Lessons learned
Technical improvement of the project	1.47	0.88
Improvement of the environment (policies, systems, human resources, etc.) of the country concerned	2.56	0.66
Improvement of Japan's support system for the project	0.64	0.86
Others	0.42	0.40
Total	5.09	2.80

Source: Prepared by the Evaluation Team

From recommendations and lessons learned on “improving Japan's support system for the project,” some commonly available recommendations and lessons learned are extracted below.

- Increase collective impact: Expand effectiveness by maintaining and strengthening collaboration with other actors and businesses closely related to the project. Use the accumulated outcomes of past cooperation. Ensure that trained personnel are utilized. Ensure the sustainability of the project not only by creating new mechanisms, but also by utilizing existing systems.
- Strengthen the proactive efforts of the partner country: Maintenance and management of facilities and equipment will be properly implemented through the proactive efforts of the partner country. For effective monitoring, establish a monitoring mechanism that is tailored to the actual situation of the partner country.
- Building a long-term relationship of trust: By assigning the same expert for a long period of time, it is possible to build a relationship of trust between the parties involved and to improve the efficiency of overall work coordination. In the case of support for higher education, it is important to consider the benefits for both the partner university and the Japanese university, and to come up with a mechanism to strengthen the capacity of the staff of the supporting university and to strengthen long-term cooperation through joint research, etc., so that consistent support can be provided over a long period of time.
- Establish models: Repeated trial and error in small, medium, and large scale deployments can establish a deployable model. Make appropriate changes to the Project Design Matrix (PDM) and review it flexibly.

## **G. Summary of This Section**

The results analyzed in this section are summarized as follows.

The policy consists of three guiding principles, each consisting of four items, and a total of 12 priority areas. However, no single project contained all of these items, nor have all the guiding principles and priority areas been implemented on a similar scale. As for the elements included in

the projects, the most common guiding principle was “educational cooperation to achieve inclusive, equitable and quality learning,” followed by “educational cooperation for industrial, science & technology human resource development and sustainable social economic development.” “Establishment and expansion of international/regional network for educational cooperation” was relatively small.

Regarding the secondary evaluation of projects, “relevance of policies” was sufficiently high for most projects but was somewhat low in “effectiveness of results” and even lower for “appropriateness of processes.” Still, the average was “3 fairly high” or higher. The results of projects’ evaluations were almost the same, even though the guiding principles that were emphasized in each project differed by region where the project was implemented, by ODA scheme, and by education sector. In a comparison of the years before and after the policy was issued in 2015, the scores for key principle and priority area were higher, which seemed to have led to a higher evaluation for “relevance of policies” as well as “effectiveness of results” and “appropriateness of process.” The formulation of policies appears to show results in a certain way.

The guiding principle of “establishment and expansion of international/regional network for educational cooperation” has been especially emphasized since 2015; and although the number of projects where this principle has been incorporated has increased, it still does not seem to be sufficient. There are many lessons learned and recommendations made, but it is necessary to continue to focus on this issue in the future.

#### **4 Case Study: Japan's Education Cooperation in El Salvador and Madagascar**

Case studies on education cooperation in El Salvador and Madagascar, which faced study limitations, were conducted by applying evaluation criteria from the development and diplomatic viewpoints. The evaluation tools employed were literature review, online interviews with relevant people (see Appendix 4-2 and 4-5 for related information), secondary evaluation of selected education cooperation projects, and questionnaires to Japan’s overseas establishments in both countries. Overviews of the education sector in both countries and other information are contained in Appendix 4-1 and 4-2.

##### **(1) Education Cooperation in El Salvador**

###### **A. Overview of the main surveyed education cooperation projects**

Education cooperation has been provided in El Salvador through JICA mathematics projects at the primary and secondary levels, school facility construction and maintenance projects by GGP provided by the Embassy of Japan, and the dispatch of Japan Overseas Cooperation Volunteers (JOCV). This evaluation selected one of the first two types of projects as follows.

**Table 2-4-1 Overview of Education Cooperation Projects in El Salvador**

<b>1. Project for the Improvement of Mathematics Teaching in Primary and Secondary Education (ESMATE) (technical cooperation)</b>
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<b>Implementing Agency:</b>	JICA
<b>Implementation Period:</b>	November 15, 2015 to June 30, 2019
<b>Project Overview:</b>	This project revised mathematics textbooks and teacher guides in Grade 1 to 6, which were products of a previous technical project, and newly developed mathematics textbooks and teacher guides in Grade 7 to 11 (which are equivalent to lower and upper secondary schools in Japan). These materials have been introduced and utilized in public primary and junior secondary schools, universities, and in-service teacher training. In addition, the project played a central role in implementing JICA mathematics projects in neighboring countries (El Salvador, Honduras, Guatemala, and Nicaragua) by making business trips, providing technical cooperation and holding regional seminars.
<b>Number of Beneficiaries:</b>	1250 direct beneficiaries (Ministry of Education staff, training instructors, university lecturers, etc.) 925,000 indirect beneficiaries (students)
<b>2. The Construction and Maintenance Project for Primary School in Saint Cristobalmura El Selon, Porbeniel City (GGP)</b>	
<b>Implementing Agency:</b>	The Embassy of Japan in El Salvador
<b>G/C Date:</b>	November 22, 2019
<b>Amount of Grant:</b>	Approximately US\$90,000
<b>Project Overview:</b>	Construction of two new classrooms, renovation of five classrooms and existing toilets, and installation of new washing toilets for kindergarten students, etc.
<b>Number of beneficiaries:</b>	Approx. 460 students (210 males and 250 females)

Source: Prepared by the Evaluation Team

## B. Survey Results in El Salvador

### (a) Evaluation from Development Viewpoints

#### (i) Relevance of Policies

The interviewees, who have been involved in Japan's education cooperation in El Salvador responded clearly, saying that the cooperation by Japan has met the development needs of their country and has contributed to the achievement of SDGs Goal 4 and resolving other international issues. It is also evident by reviewing reports on the JICA ESMATE project and the GGP by the Embassy of Japan in El Salvador that the objectives of Japan's cooperation in education are in line with the policies and needs of the local government. The Ministry of Education in El Salvador also mentioned that the above-said two projects were a Japanese way of cooperation that has contributed to improving the quality of education, with an emphasis on the equity of educational opportunities. Hence this is consistent with the vision of Japan's education cooperation policy. Since 2021, the "Project for the Improvement of Mathematics Learning based on the Result of Evaluation



Process in Primary and Secondary Education” was launched as ESMATE’s successor. An ex-ante evaluation of the new project that was conducted in 2020, reconfirmed that the newly launched project is consistent with SDGs Goal 4, the Country Development Cooperation Policy, the priority areas of the education cooperation policy, and JICA Position Paper in Education Cooperation. With regards to Japan’s comparative advantage in education, MEXT analyzed the findings of the 2019 Trends in International Mathematics and Science Study (TIMSS) conducted by the International Association for the Evaluation of Educational Achievement (IEA), and announced that “the results of Japan’s mathematics and science remain at a high level according to an international perspective for both elementary and lower secondary schools.” Therefore, it was thought that the JICA mathematics project had utilized one of Japan’s strengths in the sector.

## (ii) Effectiveness of Results

Regarding the inputs of the ESMATE’s project, the cooperation period was about three and a half years. The number of JICA long-term experts dispatched was five, while counterparts in the partner country were 44. The overseas project expenses were about US\$430,000, and other expenses (including expenses for holding regional seminars and counterpart personnel expenses) were about US\$370,000. In contrast, 78 mathematics teaching materials including the revision of the products from a previous technical project (primary school educational materials), were developed along with the original project plan. In addition, 15 additional teaching materials that were not originally planned were also developed. These teaching materials have been introduced and utilized in public primary and junior secondary schools, universities, and in-service teacher training. The project’s purpose to “introduce educational activities in accordance with the revised mathematics curriculum” was achieved, and the super goal of the project to “improve students’ performance in mathematics in basic education schools and secondary education schools” was also partly achieved. In addition, the capacity of the counterparts to develop teaching materials improved, and the financial resources for printing teaching materials as well as distribution routes were secured, which may lead to enhancing the sustainability of the project’s outcomes and impact that have been created to date. Furthermore, as an unforeseen impact, the Ministry of Education requested other donor agencies such as the U.S. Agency for International Development (USAID), not only to develop teaching materials, but to also train the Ministry’s staff to develop curriculum, carry out classes, and conduct evaluations on their own within the ministry. Thus, a virtuous cycle has also been created for other subjects due to the ESMATE’s project.

Under the Construction and Maintenance Project for Primary School in Saint Cristobalmura El Selon, Porbeniel City, there are currently 460 students attending the school thanks to the construction and renovation of school facilities (e.g., the construction of a new classroom in the pre-primary education area, the installment of toilets, roofs, school fences, and painting the old classroom, etc.). As a result of this project, the school now accepts students up to the ninth grade which used to be up to the seventh grade; and the number of students has also increased. The

project has also had a positive impact on students' performance, some having received awards in national-level contests. In addition, with the development of school facilities, the school has become popular among students living in the surrounding areas, and it has become a model school in an administrative district. The impact on teachers was also significant, and the school's principal explained that several teachers have been very motivated to carry out extra English classes on Saturday on their own initiative. It was reported that the school increased the number of teachers to address an increase in the number of students, and that it plans to recruit a full-time cleaning staff to maintain and manage the facilities. During the interview with the school principal, it was impressive that he repeatedly expressed his gratitude towards cooperation by the Government of Japan. Between 2015 and 2020, 33 school development projects were implemented in El Salvador through GGP, like the El Selon School. Regarding these school improvement projects, the Ministry of Education stated that not only have the students been able to use large spaces and new facilities, but also there has been a change in students' motivation to learn in a better learning environment.

As noted above, Japan's education cooperation such as the EAMATE's project and School Construction and Maintenance Project, has had a big impact on the education sector in El Salvador. However, the COVID-19 pandemic greatly affected the education sector, and schools closed. However, textbooks and workbooks developed in the ESMATE's project have enabled students, who cannot come to school, continue to learn at home. The ESMATE's teaching materials have also been digitized by counterparts at the Ministry of Education, and uploaded to learning management platforms such as Google Classroom and YouTube to help students learn remotely. Those materials were effectively utilized in television and radio education programs as well. Even though the tough fight against the COVID-19 has continued, we can see a silver lining as the teaching materials developed by the Government of El Salvador in cooperation with Japan have been conducive. However, it was reported that 20 students had dropped out of the El Ceron School. The impact caused by the COVID-19 crisis was less than those on other schools, however, there are still issues in providing continuous education due to the lack of internet access and environment.

### (iii) Appropriateness of Processes

The awareness of Japan's education cooperation policy was not high among the officials of the Japanese and partner government officials. This policy was formulated six years ago and was not regularly made known during personnel changes, and the Spanish version of the policy has not been available either. These have remained as issues from the viewpoint of public relations and effective policy implementation both at home and abroad. In this regard, there was a comment that if there was such a cooperation policy, it would be beneficial to convey Japan's vision to a partner country when conducting policy dialogues and consultations with the leaders of the partner. In contrast, the awareness of the Japan's education cooperation projects in El Salvador, which are in the implementation phase of the policy, was as high as the results of the internal and external

evaluations of those projects. At the project level, a website of the ESMATE's project was set up and publicized in Spanish and Japanese. The contents of the project were also covered by television and radio programs, and the Ministry of Education actively publicized the project domestically.

Regarding the implementation structure in the field, meetings between the Japan's overseas establishment and the ODA Task Force and the JICA El Salvador office were held regularly (once a month) to review project formulation and to report project progress/issues. In addition, the director of the JICA El Salvador office attended the Joint Coordinating Committee Meeting (JCC) of the ESMATE's project to provide logistical support and regional seminars on mathematics education, which were also attended by the Japanese Ambassador at the time. There was a system in which Japan's overseas establishment and the JICA El Salvador office cooperated with one another to support the implementation of the project effectively and efficiently. Regarding collaboration with other aid schemes, teaching materials prepared by the ESMATE's project were distributed to schools targeted by school construction and maintenance projects, or teachers who benefitted from school construction and maintenance projects frequently participated in the ESMATE's teacher training. In addition, JICA volunteers as science and mathematics teachers, made tours to those schools to teach. The collaboration with the volunteers were rolled out horizontally and vertically, and a good synergy was produced as in the case of school construction and maintenance projects. In terms of cooperation with other donor agencies, the ESMATE's experts attempted to initiate coordination meetings with them and began exchanging information about the cooperation provided.

An important process of Japan's education cooperation revolves around "focus(ing) on its support for human security and self-help efforts of partner countries in achieving self-reliant development." This is stipulated in the education cooperation policy as its priority. It is believed that this has been embodied in El Salvador. For example, teacher training in the ESMATE's project was not simply directed by the central government, but local governments formulated training plans on their own, and it was perceived as a place where teachers learned together. In addition, implementing individual teachers' metacognition (relative evaluation) of their activities through the results of student assessments and repeating lessons provided an opportunity for teachers to objectively reconsider their own lessons. This led to behavioral changes among teachers, and as a result, their lessons were improved. It was reported that children also began to work on teaching materials developed by the project from the beginning of a lesson, and that the teachers transformed their roles from drilling academic content into students to providing indirect support for the students as facilitators. This symbolizes an example of the success of Japan's cooperation that encourages people in a partner country to make self-help efforts based on local institutions and circumstances. This can be seen from the following comments made by the Ministry of Education in the country.

“The Ministry of Education jointly with the help of Japan is doing better than in previous years. El Salvador has the capacity to overcome their own education problems and they do not need a “dad” or “father” figure to fix the country's issues. El Salvador needs a big brother such as Japan in order to be more independent and autonomous, and what can be better than helping Salvadoran children to prepare and educate themselves for a promising future.”

On the “Construction and Maintenance Project for Primary School in Saint Cristobalmura El Selon, Porbeniel City,” the school principal assessed the series of project implementation processes based on a request made for cooperation by the Embassy of Japan, visits by the Embassy's staff, construction management and schedule control until its completion as “organized and transparent.”

#### (b) Evaluation from Diplomatic Viewpoints

##### (i) Diplomatic Importance

The Ministry of Foreign Affairs of El Salvador expressed its gratitude for Japan's education cooperation that has strengthened the bilateral relationship during an interview. The Ministry of Education in the country also appreciated the cooperation by Japan provided thus far, and it is believed that this has contributed to enhance bilateral ties. A Japanese official concerned also stated that it could be seen that high-ranking government officials or leaders in El Salvador (not only the Ministry of Education but also the Vice-Presidents and the Foreign Minister) have a positive image about Japan when they attended diplomatic and public relations events in the country possibly due to the implementation of the technical cooperation of the ESMATE's project and the school construction and maintenance projects through GGP which is thought to be a positive influence.

##### (ii) Diplomatic Impact

El Salvador serves as a hub for JICA's regional cooperation in mathematics. Technical assistance was provided by the ESMATE project experts for neighboring countries, and regional seminars on mathematics were organized, presentations were made at academic conferences, and networking has been established with neighboring countries. These steady efforts have borne fruit. As a result, bilateral cooperation between El Salvador and Panama has been initiated in the field of mathematics education. Through these activities, Japan is believed to have contributed to enhancing its presence in the international community.

## **(2) Education Cooperation in Madagascar**

### **A. Overview of Education Cooperation Projects**

In Madagascar, in addition to the “Participatory School Management Project (technical cooperation)” and the “Project for Construction of Primary School (Phase 4) “ (grant aid),

construction and expansion of primary and senior high schools through GGP, dispatch of JOCV, and acceptance of trainees were carried out during the evaluation period. Among them, the evaluation team selected the Participatory School Management Project and The Project for Construction of Primary School (Phase 4) as the evaluation targets. Table 2-4-2 shows the overview of the projects. The Participatory School Management Project was a project originally started for primary schools in Niger in 2004. Parents, teachers, and residents established a school management committee and worked together with the government to manage the schools through a community collaborative school management approach. The project has been conducted in eight African countries, mainly in West Africa, such as Senegal, Mali, and Burkina Faso. The projects to construct primary schools in Madagascar using grant aid have been continuously carried out and related construction projects were carried out in 1997-1998, 2004-2005, and 2007-2009.

**Table 2-4-2 Overview of the Education Cooperation Projects in Madagascar**

<b>1. Participatory School Management Project (technical cooperation)</b>	
<b>Implementing agencies:</b>	JICA
<b>Implementation period:</b>	June 2016 to May 2020 (Phase 1), June 2020 to March 2024 (Phase 2)
<b>Overview of the project:</b>	<p>Phase 1 developed and verified a model to improve participatory and decentralized school operation and management to improve children's learning in the targeted two provinces, thereby establishing a model for nationwide dissemination and contribution to its nationwide dissemination.</p> <p>Phase 2 is aimed at expanding the target area to 11 provinces, revitalizing participatory and decentralized school management committees, and developing and disseminating models to improve basic education, school lunches, infant and pre-primary education. By doing these activities, the project aims to develop the foundation for providing high-quality basic education based on the management of participatory and decentralized schools and contribute to the dissemination of high-quality basic education.</p>
<b>Number of beneficiaries:</b>	Number of direct beneficiaries: Approximately 8,000 persons including the Ministry of National Education, local education administration officers, school management committee, etc. (Phase 1), Final beneficiaries: Approximately 2,500 (Phase 1) and approximately 10,000 public primary schools (Phase 2)
<b>2. The Project for Construction of Primary School (Phase 4) (grant aid)</b>	
<b>Implementing agencies:</b>	JICA
<b>Implementation period:</b>	2016-2019
<b>Grant amount</b>	860 million yen
<b>Overview of the project:</b>	The project contributed to improve the quality of primary education in the target school districts by expanding school classroom buildings and other facilities, improving classroom furniture and eliminating the shortage of classrooms, and

improving the learning environment in the targeted four school districts of Atsinanana province (22 schools and 92 classrooms were constructed).
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## B. Survey Results in Madagascar

### (a) Analysis from development viewpoints

#### (i) Relevance of Policies

The education cooperation projects in Madagascar are aimed at contributing to both the quality and access to education and are in line with international trends such as SDG4. The Ministry of National Education of Madagascar has identified access, quality of education, and governance management as three priority areas to be addressed in the Education Sector Plan (2018-2022). In terms of the quality of education, Japan provides support for improving children's basic learning abilities in response to issues such as the low completion rate of primary education and the lack of learning time, and the low quality of teachers. In terms of governance management, Japan provides support for school management with a high degree of transparency and promotion of self-help efforts at the community level. School constructions that contributed to improved access have been continuously carried out until 2019 and education cooperation projects have been implemented to meet the development needs of the Government of Madagascar.

Japan's comparative advantage in education cooperation was recognized by the Government of Madagascar and other donor agencies as high-quality school construction which is capable of withstanding natural disasters such as cyclones and provision of support that meets the local needs by cooperating with people at the local government and community levels as well as at the central government level. It was also pointed out that the deployment of a policy advisor within the Ministry of National Education would make it easier to incorporate the results of project implementation into policy. In addition, while the World Bank and France that are the major donor agencies in Madagascar focus mainly on financial support, technical cooperation focusing on improving school management was evaluated as being complementary.

The last school construction project using grant aid was completed in 2019 and only very small-scale projects by GGP have continued. However, there were opinions that there is still a need for school construction in Madagascar, which is a low-income country with access problems such as a shortage of school buildings.

#### (ii) Effectiveness of results

Education projects in Madagascar were implemented as planned. Its results have been produced especially in the following areas of the policy: "Cooperation for realizing human security and supporting self-help efforts based on field-oriented approach," "cooperation to ensure quality of education," and "cooperation that responds to the needs of marginalized populations who are deprived of access to quality education due to various factors such as conflicts, poverty, and disabilities." The Participatory School Management Project resulted in a significant outcome of improving children's academic ability; and the percentage of children who can read and write

increased by 20%, the percentage of children who can subtract in arithmetic increased by 28%, and the percentage of children who can divide increased by 28% through the implementation of remedial activities based on the “Forum TaRL (Teaching at the Right Level) Compact Model” in approximately 1,700 targeted schools in phase1. The project also contributed to improving governance through increased transparency by conducting democratic elections and implementing school activity plans that involved many parents and residents. In addition, there was an opinion from the local school that school lunch was helpful in preventing children from dropping out of school. The mechanism of the Participatory School Management Project to improve school management and the quality of education is described in detail in Appendix 4-6.

As for the construction of schools, 22 schools and 92 classrooms were constructed by grant aid, and five primary schools and one high school were expanded and renovated by GGP during this evaluation period. After the construction, all the schools are being used and the students are attending as planned.

In Madagascar, schools were closed for two months due to COVID-19. In the midst of this situation, the Ministry of National Education proposed that the “Forum TaRL Compact” method be broadcasted on TV as an educational program. Additionally, the school principal that the evaluation team visited expressed concern that the financial contribution to school activities may decrease in future because the income of many parents decreased due to COVID-19.

### (iii) Appropriateness of processes

Regarding the involvement of JICA in the implementation and monitoring process of the Education Sector Plan in Madagascar, both the Ministry of National Education and other donor agencies said that JICA was actively participating in sector reviews and joint monitoring. Donor meetings and ODA Task Forces were also held regularly.

Collaboration with other donor agencies is also being carried out in the Participatory School Management Project. Specifically, UNICEF is collaborating with a summer school for children who have dropped out of school called CRAN to improve participatory school management and to train teachers on TaRL in 1,300 schools in five provinces. There is also a move toward collaboration with the World Bank.

In terms of the establishment of broad networks, multilateral experience-sharing meetings were held with Niger and Burkina Faso who had the experience in implementing the Participatory School Management Project, and Pratham, an Indian NGO that invented TaRL because the Participatory School Management Project was originally started in Niger, West Africa. In terms of collaboration with other development sectors, a trial collaboration is underway to use rice harvested from a model farm built near the school by a technical cooperation project in the agricultural sector for school lunch activities, and instead to share information on rice production at a community meeting. In addition, inputs from the experts of a technical cooperation project to improve nutrition were utilized in the Participatory School Management Project. In terms of collaboration with the

private sector, a private company offers scholarships to students studying the Japanese language at the Department of Japanese Language at the University of Antananarivo, which was said to be useful in increasing the motivation of the students. The university's LL classroom for the Department of Japanese Language was established through the Grant Assistance for Cultural Grassroots Projects.

#### (b) Analysis from a Diplomatic Viewpoints

##### (i) Diplomatic importance

The handover ceremonies are held at schools constructed and expanded in grant aid and GGP with the attendance of the ambassador and the Minister of National Education, which serves as one of the diplomatic tools to demonstrate the bilateral relationship between Madagascar and Japan. It was well known that the Participatory School Management Project was supported by Japan. In addition, the Ministry of Foreign Affairs of Madagascar commented that mutual understanding and friendly relations between the two countries have been built among the public through the exchange of engineers in the school construction projects. Similar comments were received from the Japanese side that the children who studied in the schools built with Japanese cooperation or in the schools targeted by the project would learn about Japan and Japan's education cooperation, which would lead them to support Japan in the future. Thus, even if there is no immediate visible contribution, education cooperation in Madagascar has diplomatic importance.

##### (ii) Diplomatic impact

As mentioned above, the Participatory School Management Project has held experience-sharing meetings with West African countries and other countries, which is considered to have contributed to the understanding and presence of Japan not only bilaterally but also at the regional level. In addition, the project's high cost-effectiveness, which may have a significant impact on sustainability after the project's completion, emphasis on a results-oriented approach, and encouragement of self-help efforts by residents to enhance sustainability were highly evaluated by the Ministry of National Education and were frequently mentioned. This has contributed to the enhancement of Japan's presence.

Public relations were also actively carried out. In addition to the above-mentioned educational programs on TaRL under COVID-19, the Participatory School Management Project has been frequently featured in newspapers, TV, and other media in Madagascar and its activities have also been reported in TV programs in France and Japan, which can be said to have contributed to improving the understanding and presence of Japan.

### **5 Perspectives of Japan's Overseas Establishments**

A questionnaire survey was conducted for Japan's overseas establishments to understand how this education cooperation policy has been implemented, practiced, and raised outcome in



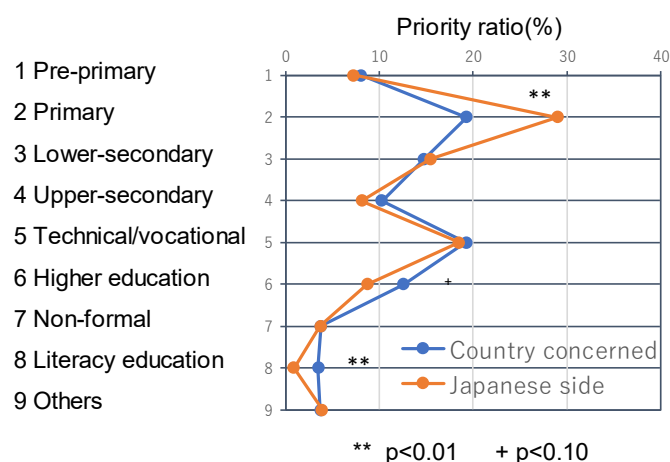
partner countries, as well as what challenges it has faced, and what improvements need to be made.

The questionnaire surveys targeted Japan's overseas establishments implementing ODA, and valid responses were obtained from 88 out of 140 countries (63%). Main questions included the positioning of educational development in the countries that responded to the questionnaire, the education sub-sector, the priorities of approaches and forms of assistance, the establishment of an international education cooperation network, the contribution and efforts of Japan's education cooperation, and the improvement of this education cooperation policy. The respondents were Sub-Saharan Africa (35%), Latin America (18%), Oceania (10%), East Asia (9%), Europe (9%), Middle East and North Africa (7%), South Asia (6%), and Central Asia and Caucasus (6%). In terms of DAC partner countries, there were least developed countries (LDCs) and low income countries (LICs) (33%), lower middle income countries (LMICs) (27%), and upper middle income countries (UMICs) (40%), and there was no significant bias in the responses collected.

GGP supported by Japan's overseas establishments averaged 32.9 projects per country for ¥335 million over the six-year period 2015-2020. Of this amount, 12.3 projects were in basic education, ¥114 million, 4.1 projects in post basic education, ¥62 million, 2.4 projects in non-formal education, ¥21 million, and 1.3 projects in adult literacy education, ¥14 million in the education field as a whole, and 62.9% of the total amount of support was provided in the basic education field (Appendix 5-1).

### **(1) Priority of Japan's Education Assistance and the Needs of Partner Countries**

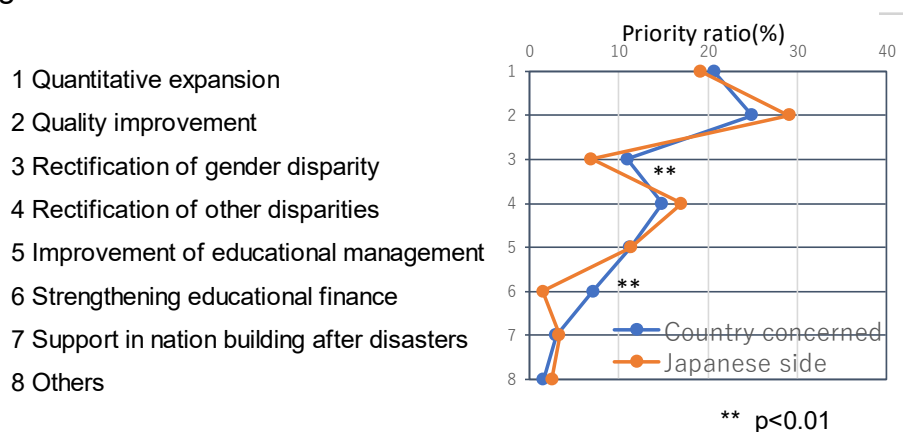
In the questionnaire, the respondents were asked to select more than one priority for the education subsector option, and the number of responses was counted. In order to compare the relative priority of each education subsector, the number of responses was adjusted to show the difference between the priority in the country concerned and that of Japan as a whole, using the percentage of the total number selected as the "priority ratio" in Figure 2-5-1. Primary education and technical education/ vocational training had high priority, while non-formal education and literacy education had low priority in partner countries. The same trend was observed for the priority subsectors in Japan, but Japan tended to be higher in primary education and lower in literacy education.



Source: Prepared by the Evaluation Team

**Figure 2-5-1 Comparison of Priorities of Subsectors in Education (Adjusted for Number of Responses)**

Figure 2-5-2 shows the differences between the priorities of the countries concerned and Japan in terms of the priority of approaches to basic education, using the percentage of total responses as the “priority ratio.” In both governments of the respondent countries and Japan, the highest priority was given to “improving the quality of education,” followed by “quantitative expansion of education” and “reduction of urban-rural and ethnic disparities,” indicating that approaches to both quality and quantity are important. Compared to the priorities in the countries concerned, Japan's priorities were significantly lower for “reduction of gender disparities” and “strengthening educational finance.”

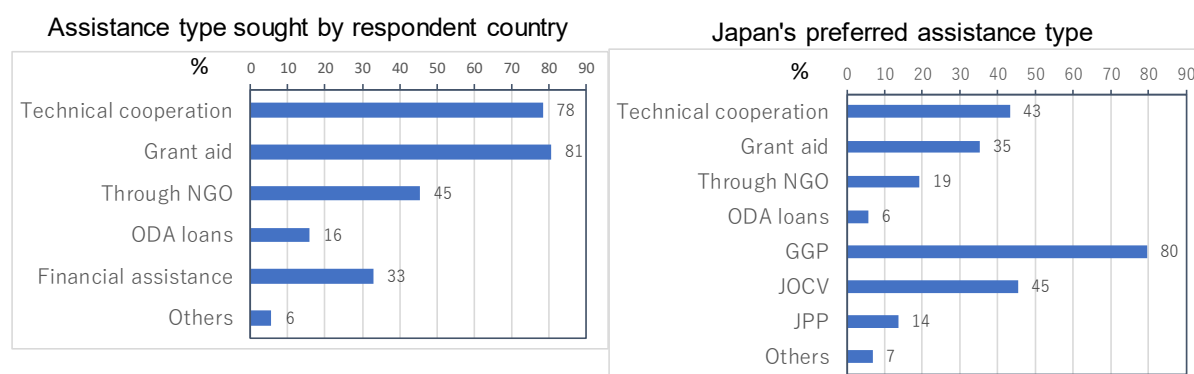


Source: Prepared by the Evaluation Team

**Figure 2-5-2 Comparison of Priorities of Approaches in the Basic Education Sector (Adjusted for Number of Responses)**

As shown in Figure 2-5-3, the governments of the responding countries were asked to give “grant aid” and “technical cooperation” as the priority scheme of assistance in the basic education

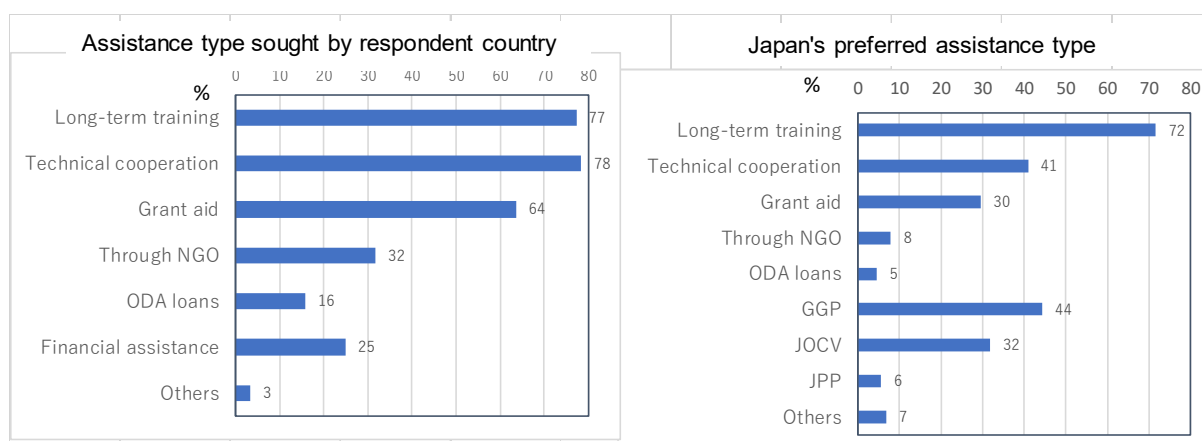
sector, and the priority for “ODA loans” was low. As for Japan, GGP was the highest, followed by “JOCV dispatch,” “technical cooperation,” and “grant aid.”



Source: Prepared by the Evaluation Team

**Figure 2-5-3 Priority of Assistance Schemes in the Basic Education Sector (%)**

As for the priority scheme of assistance of the respondent countries in the post basic education sector, as shown in Figure 2-5-4, “technical cooperation” (78%), “long-term training (including study abroad)” (77%) and “grant aid” (64%) were the most sought after. On the Japanese side, “long-term training” was predominant, followed by GGP, “technical cooperation projects,” “JOCV dispatch,” and “grant aid.”



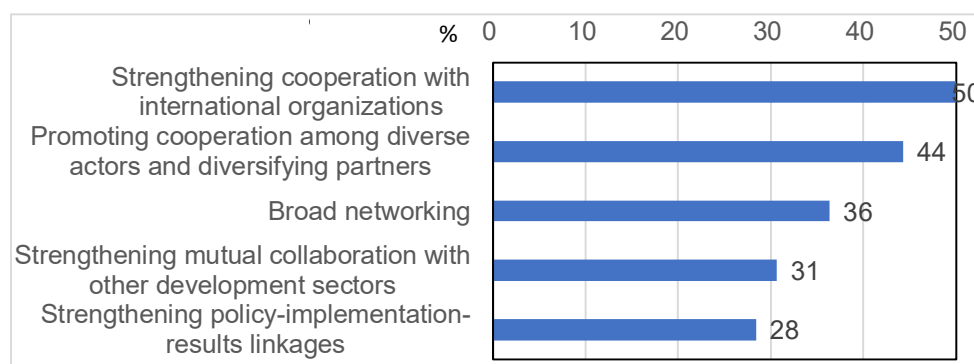
Source: Prepared by the Evaluation Team

**Figure 2-5-4 Priority of Assistance Schemes in the Post Basic Education Sector (%)**

## (2) Responding to the Establishment of International and Regional Education Cooperation Networks

When asked about the promotion of the establishment and expansion of international and regional cooperation networks in the field of education, as shown in Figure 2-5-5, 50% promoted “strengthening cooperation with international organizations,” followed by “promoting cooperation

among diverse actors and diversifying partners” (44%), “broad networking” (36%), “strengthening mutual collaboration with other development sectors ” (31%), and “ strengthening policy-implementation-results linkages ” (28%). Some commented that the reason for not promoting cooperation was that “cooperation with donor agencies from other countries was difficult because each country had different standards for the implementation of cooperation projects in the field of education.”



Source: Prepared by the Evaluation Team

**Figure 2-5-5: Response to the Establishment of an International/Regional Education Cooperation Network (%)**

### (3) Positioning and Impact of the Education Cooperation Policy

As a result of confirming “whether this education cooperation policy is positioned as the Japan’s high-level policies for Japan’s education cooperation” in the respondent countries, only 33% of the Japan’s overseas establishments responded that this policy was “positioned as Japan’s high-level policy.”

Concerning the reasons for not positioning, 39% of the countries “did not recognize the existence of this education cooperation policy,” followed by “the Ministry-level education assistance policy does not have a direct impact on Japan’s overseas establishments” (8%), “the content of this education cooperation policy does not match local needs” (5%), “it has been a long time since the announcement of this policy and it has no contemporary relevance as a policy” (2%) and “it is a message from the Government of Japan sent to the international community and is not recognized as a policy” (1%). The results of these responses were almost the same as those of the previous third party’s evaluation of education policy.

Therefore, it is unavoidable that only 18% of the respondents answered “Yes” to the question, “Has this policy had any impact on Japan’s education cooperation policy for your country?” Countries “recognized” by other donor agencies accounted for 2% and those “recognized” by the respondent governments accounted for 5%. The main reason given by both donor agencies and governments was that there were insufficient opportunities and proactivity in publicizing the policy from Japan’s overseas establishments. However, the fact that the existence of the policy was not recognized in the first place and that it was not positioned as a high-level policy by Japan’s overseas

establishments may have led to the lack of awareness among other donor agencies and governments.

#### (4) Impact of Priority Areas of Education Cooperation Policy on Improving Education in Respondent Countries

Even though this policy was not fully recognized, the priority education cooperation described in it has actually been implemented in each of the countries. Japan's contribution to the improvement of education in each priority area was assessed on a five-point scale. The percentage of countries that responded “5 very high” and “4 high” in descending order of value was “support for ensuring the quality of education (improvement of learning)” (69%), “support uniquely Japanese way with emphasis on human security and encouraging self-help efforts” (63%), “support centered on science, mathematics, and engineering education” (51%), “support for basic education and advanced human resource development” (51%), “support for education that leads to employment security, industrial development, and livelihood improvement” (46%), “support those prevented from accessing quality education due to various factors such as conflicts, poverty and disability” (45%), “support for promoting education for sustainable development (ESD) including support for disaster prevention and environmental education” (33%), and “support for girls' education (reduction of gender disparity in education)” (27%).

**Table 2-5-1 Impact of Practicing the Initiatives on the Contribution to Educational Improvement**

Japan's contribution to the improvement of education in the country	Support uniquely Japanese way, with emphasis on human security and encouraging self-help efforts	Support for ensuring the quality of education (improvement of learning)	Support for girls' education (rectification of gender disparity in education)	Support those prevented from accessing quality education due to various factors	Education leading to employment security, industrial development, and livelihood improvement	Support for basic education and advanced human resource development	Support centered on science, mathematics and engineering education	Support for the promotion of ESD, including support for disaster prevention and environmental education
Implementation of the policy								
Support that leverages the strengths of the field focused approach		*		+				
Participating to formulate policy and promote mid, long-term cooperation			*					*
Continuously deploy aid resources to meet country-specific needs		+			*	+	+	
Promoting south-south cooperation and triangular cooperation			*		*	+		
Strengthen results-oriented approach								
Strengthen partnerships with diverse stakeholders, other sectors	*							** *

\*\* p<0.01 \* p<0.05 + p<0.10

Source: Prepared by the Evaluation Team

Table 2-5-1 shows the results of a regression analysis to determine how much project implementation contributed to educational improvement. Only significant coefficients are marked (\*\*, \*, and + are statistically significant in this order). It can be seen that the practice of initiatives that contributed to these areas differed depending on the area of focus (specific coefficients are shown in Appendix 5-2). For example, it can be seen that medium- to long-term cooperation and triangular

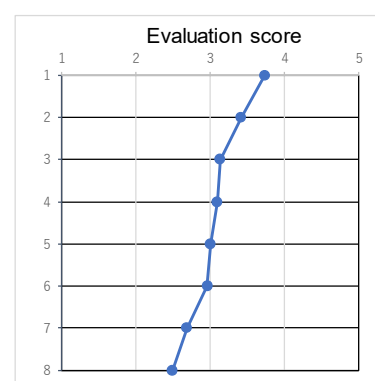
cooperation were necessary for supporting girls' education, and medium- to long-term cooperation and strengthening of partnerships were necessary for sustainable development, including support for disaster prevention and environmental education.

### (5) Appropriateness of Policy Implementation Process

Not many of Japan's overseas establishments have taken concrete measures to deal with this policy. For example, "in accordance with this policy, technical cooperation and grant aid projects are formulating and reviewing projects" (24%), "in accordance with this policy, GGP and grassroots technical cooperation are reviewing projects" (23%), "in bilateral consultations with the government concerned, Japan emphasized its emphasis on comprehensive education cooperation centered on this policy" (7%), "in line with this policy, monitoring and evaluation in the educational sector has been strengthened" (7%), and "in line with this policy, the system of responsible departments in the educational sector has been strengthened" (3%). The reasons for the lack of response included "we did not recognize the existence of this policy" (45%), "we do business with an emphasis not on this policy, but on international targets such as SDGs" (27%), and "it is difficult to actively promote Japan's education cooperation policies and initiatives" (8%).

Of course, in reality, "efforts to improve the effectiveness of assistance" in this policy were carried out in various ways, and the results of evaluating the degree of implementation from "5 very high" to "1 very low" on a five-point scale are shown in Figure 2-5-6, and the top five initiatives were sufficiently high at 3.0 or more.

- 1 Continuously deploy aid resources to meet country-specific needs
- 2 Support that leverages the strengths of the field focused approach
- 3 Strengthening of All-Japan System and Cooperation
- 4 Strengthen partnerships with diverse stakeholders in the international community
- 5 Strengthen results-oriented approach
- 6 Collaboration with other development sectors
- 7 Participating to formulate policy and promote long-term cooperation
- 8 Promoting south-south cooperation and triangular cooperation



Source: Prepared by the Evaluation Team

**Figure 2-5-6: Degree of Implementation of "Efforts to Improve Assistance Effectiveness" under THIS Education Cooperation Policy**

### (6) Areas for Improvement

The following points were mentioned as areas for improvement in the formulation and management of this policy.

- Thorough dissemination of information to those responsible for ODA activities in Japan. (57%)
- Additional budgets should be provided in line with this policy. (31%)

- This policy should show clearer objectives, indicators and schedules. (30%)
- Calls should be made to international organizations, other donor agencies, partner governments and NGOs to endorse and participate in the Government of Japan's initiatives. (25%)
- Promote public relations and participation in the formulation and implementation of this policy among Japanese citizens. (19%)
- Progress and results of this policy should be regularly disclosed to ensure accountability. (17%)
- A responsible department (secretariat) should be established for the implementation of this policy and its role should be clarified. (17%)
- No particular need for improvement. (13%)

Other comments included the following.

- It is unrealistic to implement this policy uniformly throughout the world, and the countries and regions to be implemented should be clarified based on the objectives and expected effects.
- In order to effectively utilize this policy, the targets set forth in this policy must be consistent with local needs and narrowed down in a concrete and easy-to-understand manner.
- It would be better to have a French and Spanish version of the brochure for this policy.
- Information on the specific budgetary measures should be provided.

## **(7) Summary of the Analytical Results of the Questionnaire Survey for Japan's Overseas Establishments**

The main issues that emerged through this analysis are as follows.

- There was little difference between priorities in the country concerned and Japan's priorities in all educational sectors.
- Japan prioritized cooperation in the areas of basic education and post basic education such as GGP, "technical cooperation," JOCV, and "long-term training (including study abroad)," but there was also a certain degree of desire in the country concerned for support through NGOs and financial support.
- In some countries, concrete collaboration and coordination have been promoted for cooperation by international organizations and diverse actors with regard to the establishment of international and regional education cooperation networks. However, in many cases, coordination and collaboration are difficult under the current situation in Japan.

The number of Japan's overseas establishments that ranked this policy as one of the top policies of Japan's education cooperation was low at 33%, and the reason for this was that 39% of the establishments responded that they were not aware of the existence of this policy in the first place. These values are the same as the results of the evaluation of the previous policy, "Evaluation on Japan's Education Cooperation Policy 2011-2015," and have not improved. When the education cooperation policy was created, it should have been publicized through official telegrams, etc. However, it seems that the policy was not sufficiently handed down when the person in charge changed. In addition, Japan's overseas establishments often work in accordance with the Country

Development Cooperation Policies for their respective countries, and it is believed that there may be some unclear areas regarding the positioning of this policy in the countries concerned. Perhaps due to these factors, there was also a lack of awareness among other donor agencies and the government concerned.

Despite these problems, Japan's contribution to these countries was highly recognized in such areas as “support for ensuring the quality of education (improvement of learning),” “support a uniquely Japanese way with emphasis on human security and encouraging self-help efforts,” “support for basic education and advanced human resource development,” “support centered on science and mathematics, and engineering education,” “support for education that leads to employment security, industrial development, and livelihood improvement,” “support for those prevented from accessing quality education due to various factors such as conflicts, poverty, and disability,” and “support for promoting education for sustainable development (ESD) including support for disaster prevention and environmental education.” Efforts to improve the effectiveness of assistance included focusing on “strategically investing assistance resources in response to country needs” and “providing support that makes the most of the strengths of the field” (Appendix 5-1, Results of Simple Tabulation of Questionnaire).

As future improvement points, the importance of clarifying the positioning of this policy, making it known to all concerned, utilizing it, and monitoring it has been pointed out.



## Chapter 3 Evaluation Results

This chapter presents the evaluation results according to the five evaluation criteria (“relevance of policies,” “effectiveness of results,” “appropriateness of processes,” “diplomatic importance,” and “diplomatic impact”) of development and diplomatic viewpoints, based on the results of the analysis in Chapter 2. At the beginning of each section of Evaluation(s) from Development Viewpoints, the results of a four-point scale (Highly satisfactory, Satisfactory, Partially unsatisfactory and Unsatisfactory) for each evaluation criterion are presented, and the reasons for making the judgements are also described.

This evaluation comprehensively includes the results of bilateral cooperation and GGP by Japan's overseas establishments. However, this evaluation only contained the results of some hearings on grant assistance for Japanese NGO Projects, Japan's cooperation through international organizations, and public-private partnership projects. Since the percentage of the latter part of the cooperation among the total amount is about 10%, the results of the analysis have covered in large part education cooperation.

### 1 Evaluations from Development Viewpoints

#### (1) Relevance of Policies

Highly satisfactory

In this section, the relevance of the “Learning Strategy for Peace and Growth” was examined. Specifically, the relevance of policies was evaluated from the following viewpoints: (1) consistency with Japan's high-level policies; (2) consistency with the development needs of the partner countries; (3) consistency with international trends and international priorities; and (4) comparative advantage of Japan's education cooperation. Consequently, the evaluation team evaluated the relevance of policies as “Highly satisfactory.”

#### A Consistency with Japan's High-level Policies <Recommendations 4 and 5 are related>

The Development Cooperation Charter which was approved by the Cabinet in February 2015 states that under the policies of promoting human security and cooperation aimed at self-reliant development through assistance for self-help efforts as well as dialogue and collaboration based on Japan's experience and expertise and to realize inclusive, sustainable and resilient quality growth, Japan provides assistance necessary to promote people-centered development including quality education for all, and to secure the foundations and the driving force for economic growth such as vocational training and industrial human resources development. The “Learning Strategy for Peace and Growth” is positioned as a sectoral development policy in the education sector formulated under the Development Cooperation Charter and is consistent with it.

JICA, an ODA implementing agency, issued “JICA Position Paper in Education Cooperation” in October 2015 based on the “Learning Strategy for Peace and Growth.” The paper, based on the underlying concept of human security and the vision of “Learning Continuity,” aims to provide comprehensive and coherent support for education covering pre-primary, primary, and

secondary to higher education, to provide continuous support for conflict and disaster affected countries, and to maximize cross-sector synergies. The following are four focus areas: 1) quality education for learning improvement, 2) education for fostering equitable and sustainable growth, 3) education for knowledge co-creation in society, and 4) education for building inclusive and peaceful societies. The paper clearly states that it was prepared based on the “Learning Strategy for Peace and Growth,” and in light of the content, it can be said that it is consistent with the policy.

The above view that the policy is consistent with the Development Cooperation Charter and JICA Position Paper in Education Cooperation was also obtained in the domestic interviews, and the results of the secondary evaluation in Chapter 2, 3 (2) also showed that “consistency with Japan's high-level policies” was “fairly high” or higher for all the projects evaluated. Therefore, it can be concluded that consistency has been ensured.

## **B Consistency with the Development Needs of The Partner Countries <Recommendations 4 and 5 are related >**

The “Learning Strategy for Peace and Growth” is considered to be consistent with the development needs of the partner countries because it is to be implemented in accordance with the Sustainable Development Goals (SDG) 4 which stipulates efforts to address the education challenges faced by the partner countries and is formulated after sufficient consultation with practitioners and NGOs that are involved in education cooperation.

JICA formulates and implements education projects through close discussions with the partner countries based on their development needs. JICA has been providing assistance in response to the situation and needs of each country. For example, it provides community-based support for improving access and quality of education in Africa; support for improving learning through curriculum, textbooks, learning materials, lessons, and learning assessment in Asia; support for inclusive education; and support for higher education with an emphasis on building knowledge networks. This is also reflected in the results of the secondary evaluation in Chapter 2, 3 (2) where the “consistency with the development needs of the partner countries” was “fairly high” or higher for all the projects evaluated, which is consistent with the “Learning Strategy for Peace and Growth”. In addition, interviews in case studies in El Salvador and Madagascar also clearly revealed that Japan's education cooperation meets their development needs.

## **C Consistency with International Trends and International Priorities <Recommendations 3, 4 and 5 are related>**

As described in Chapter 2, 1, “International Trends in Education Cooperation,” SDGs that are described in the “2030 Agenda for Sustainable Development” adopted in 2015 consist of 17 goals and 169 targets, and SDG4 is an education-related goal. The SDG4 aims to “ensure inclusive and equitable quality education and promote lifelong learning opportunities for all.” Issues such as the dissemination of free primary and secondary education, ensuring equal educational

opportunities for women and men, high-quality technical education and vocational training, equal access to higher education including universities, consideration of vulnerable groups including persons with disabilities, indigenous people and children, improvement of reading, writing, and basic computing skills, education for sustainable development (ESD), improvement of learning environments, enhancement of scholarships, and improvement of teacher quality are addressed. The “Learning Strategy for Peace and Growth” is to be implemented in accordance with these priority areas. The “Education 2030 Framework for Action,” which was also adopted in 2015, is positioned as an action framework for implementing SDG4 at the global, regional, and national levels.

Participating countries have frequently expressed their commitment to achieving SDG4 at international meetings such as the G7 and the G20. For example, the G20 Osaka Summit, chaired by Japan in 2019, compiled the “G20 Initiative on Human Capital Investment for Sustainable Development,” and announced an initiative to provide at least 9 million children and youth with education for innovation and education by innovation between 2019 and 2021. Japan announced a commitment of US\$200 million for quality education and human resource development for girls and women in developing countries at the G7 Charlevoix Summit in 2018. At the 2021 Cornwall Summit, the G7 announced that it would contribute to the Global Partnership for Education (GPE) for girls' education. These international trends and efforts to address international priorities contribute to promoting the implementation of priority areas stipulated in the “Learning Strategy for Peace and Growth” and therefore, consistency is regarded to be high.

However, with regard to consistency with international trends, the view from domestic interviews was that actual efforts to “enhance collaboration with international organizations,” which is listed as a specific priority for “establishment and expansion of international and regional networks for education cooperation” in the “Learning Strategy for Peace and Growth,” are insufficient although it is mentioned in the text. While Chapter 2.5, “Perspectives of Japan’s Overseas Establishments” revealed that 51% of the respondents answered that they enhance collaboration with international organizations, the results of the secondary evaluation in Chapter 2, 3 (2) showed that only 9 out of 51 respondents said that “enhancement of collaboration with international organizations” was “fairly high.” Specifically, although Japan has collaborated with GPE, the amount of contribution is very small among developed countries and the percentage of contribution during this evaluation period was 0.36% of the total.<sup>1</sup> In addition, funding for UNICEF in the education sector for emergency assistance in conflict areas tends to be difficult. Since these organizations mainly provide assistance to conflict-affected, in-conflict, or fragile countries where it is difficult for Japan to provide bilateral assistance, consistency with international trends in this area could be improved.

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<sup>1</sup> The evaluation team calculated based on the GPE, Donor Contributions to GPE for 2015-2020.

## **D Comparative Advantages of Japan's Education Cooperation <Recommendation 1 is related>**

Based on the results of the analysis in Chapter 2 as well as Japan's education cooperation achievements and educational experiences to date, the comparative advantages of Japan's education cooperation include mathematic education, learning improvements through the cycle of curriculum, textbooks, lessons, and assessment, improvement of school management by parents, schools, communities, and government, and high-quality school construction in primary education. It can be said the Project for the Improvement of Mathematics Teaching in Primary and Secondary Education and the Participatory School Management Project that is representative of education cooperation projects in El Salvador and Madagascar, which are the case study countries of this evaluation, embody Japan's comparative advantages. In higher education, the development of advanced human resources in the engineering field including laboratory-based education where a laboratory is a unit of activity can be listed as a comparative advantage.

Interviews in Japan and case studies showed that Japan has a comparative advantage in providing assistance that pays close attention to the needs of the field, provides careful and meticulous face-to-face support at the field level, and provides comprehensive support using a variety of schemes including JICA's policy advisors, technical cooperation, ODA loans, grant aid, and JOCV. All of these strengths are specified in the "Learning Strategy for Peace and Growth" and can be said to be consistent. However, priority areas of the policy are too extensive as mentioned above and these comparative advantages are not clearly indicated as priority areas. The lack of prioritization among policy priority areas needs to be considered for future improvement in terms of leveraging the comparative advantages of Japan's education cooperation.

### **(2) Effectiveness of Results**

#### **Satisfactory**

The evaluation comprehensively assessed Effectiveness of Results of the education cooperation policy from two points of view: a. inputs (input of Japanese education cooperation); and b. outputs, outcomes, and impact (contribution to partner countries to resolving educational issues, contribution to achieving goals in the education sector of a partner country, and contribution to the international community to achieve educational goals). As a result, "Effectiveness of the Results" in education cooperation policy is considered satisfactory.

### **A Inputs of Japan's Education Cooperation <Recommendation 1 is related>**

As described in Chapter 2, 3 (1) "Japan's Education Cooperation and Contributions," Japan's assistance includes bilateral and multilateral aid, and there are various forms of assistance. As shown in Figure 2-3-1, Japan's bilateral assistance for education cooperation was more than US\$3.1 billion over the five-year period from 2015 to 2019, which is about 25% lower than the total for 2010-2014. Among them, the amount of assistance for technical cooperation decreased by

about 32%, which was the largest drop according to type of assistance. Looking at educational assistance disbursements in the period of 2015-2019 by education sub-sector shown in Figure 2-3-2, post-secondary education accounted for 47.0%, primary and secondary education was about 12.3%, and pre-primary and adult literacy education was less than 1%. Compared with the results for 2010-2014, post-secondary education decreased by about 6.5%, and the types of education cooperation became diversified.

This change in cooperation needs may reflect the broad coverage of SDGs Goal 4 and the Japan's Education Cooperation Policy. In this context, the results of a questionnaire administered to Japan's overseas establishments also show that education cooperation is being implemented in a wide range of areas identified as priorities of the policy. Among them, the response was that a high degree of contribution was made in fields such as "support for ensuring the quality of education (improvement of learning)," "Japan's support that emphasizes human security and self-help efforts," "support for science and mathematics education and engineering education," and "support for basic education and advanced human resource development."

In the field of education, it is often said that it takes time to train teachers and instructors to become good educators. Interviewees in this evaluation also responded similarly saying that time was needed not only to develop teaching materials, but also considerable time to train instructors who can apply the teaching materials properly, build a relationship of trust with students, and create educational value. In this regard, informants of the evaluation who have been engaged in international cooperation, feel that there has been a decline in the input against required outputs in recent years, and that the outputs are also required to be produced in a short period of time. Owing to this, it is difficult to develop human resources. It is also difficult to identify direct and indirect causalities between the above-said difficulties in providing technical cooperation and decreases in the total inputs of education co-operation and its technical cooperation, and the diversification of education needs in partner countries. However, from the perspective of Japan's international cooperation motto, which places emphasis on human resource development and nation-building, close attention should be paid to this trend.

In terms of inputs, education projects occasionally come across some institutional challenges to mobilize the human, financial, and material resources that partner countries should bear in the original plans. For example, the number of counterparts assigned and the cooperative structure of partner countries were not adequate to implement designed activities of the projects. Given the situation, there was a case in which the Japanese side suddenly hired a few staff members to implement project activities on behalf of the partner side. In the international community, there are adverse effects such as social and political instability factors as well as the global outbreak of COVID-19. They slow down the progress of Japan's cooperation, and even regress the accumulated outcomes to date. Faced with difficult situations, it is worth noting that Japan's

implementing agencies took a flexible stance by responding individually to the different situations by changing the timing of inputs and extending the period of cooperation.

**B Outputs, Outcomes, and Impact (Contribution to Partner Countries to Resolving Educational Issues, Contribution to Achieving Goals in the Education Sector of a Partner Country, and Contribution to the International Community to Achieve Educational Goals)**  
**<Recommendation 3 is related>**

The effectiveness of the education cooperation policy was judged to be highly effective at each level of outputs, outcomes, and impact. Both the definitions of a logic model and education cooperation shown in Table 3-1-1 below were taken into consideration in assessing effectiveness. However, it is important to note difficulties in clearly defining the definition of the effectiveness of each tier because there are a wide range of donor agencies; and indicators set at each level for different education projects differ.

**Table 3-1-1. Definitions of Outputs, Outcomes, and Impact of Education Cooperation in This Evaluation**

Definitions Effectiveness	Logic Models	Definitions from the Perspective of Education Cooperation Policy
Outputs	<ul style="list-style-type: none"> <li>• Goods and services generated as originally planned</li> </ul>	<ul style="list-style-type: none"> <li>• Individual response to educational issues in partner countries (e.g. development of curriculum, teaching materials, implementation of training)</li> </ul>
Outcome	<ul style="list-style-type: none"> <li>• Degree of achievement of the initially set objectives</li> </ul>	<ul style="list-style-type: none"> <li>• Contribution to resolving educational issues in partner countries</li> <li>• Achievement of educational goals of partner countries and the international community</li> </ul>
Impact	<ul style="list-style-type: none"> <li>• The impact that was expected or not</li> <li>• Sustainability of impact created by education cooperation</li> </ul>	

Source: Prepared by the Evaluation Team

According to the results of the secondary evaluation (Table 2-3-2), the achievement rate of outputs was 88.2%, the achievement rate of outcomes (project purpose) was 84.3%, and the achievement rate of expected impact was 72.5%, all of which were high. Various conditions such as the education cooperation policy suited for local needs of partner countries, cooperative implementation systems, and recruitment and placement of high-quality experts and consultants were considered as possible reasons behind the good results. The guiding principles in the policy embraces, for instance, “support for ensuring the quality of education (improvement of learning),” “support for the development of advanced human resources,” and “establishment of broad networking.” They have achieved the project purposes (outcomes), as originally planned.

Secondary evaluation data also indicates that “Appropriateness of Processes” was associated with high “Effectiveness of Results.” It is also thought that the higher outputs and outcome-level achievements, the higher the overall efficacy. However, the expected impact is a higher target to be achieved when there are other factors beyond the resources and activities of Japan's education cooperation, which should also be addressed. This is probably the reason why the achievement rate of the expected impact is lower than others. Despite that, however, it should be appreciated that the achievement rates of the outputs, outcomes, and impact at all the levels exceeded 70%. The case studies in this evaluation, which are education cooperation projects in El Salvador and Madagascar, are good examples in which the effectiveness at all three levels of project design matrixes have been attained.

For example, at the outputs level of the technical cooperation projects in El Salvador, it was reported that 78 mathematics teaching materials including the revision of the products from a previous technical project, were developed along with the original project plan. In addition, 15 additional teaching materials that were not originally planned were also developed. These teaching materials have been introduced and utilized in public primary and junior secondary schools, universities, and in-service teacher training.

The project's purpose of “introducing educational activities in accordance with the revised mathematics curriculum” has been attained, and the “improvement of students’ performance in mathematics in basic education schools and secondary education schools” as the super goal of the project was also confirmed to have been partly achieved. Additionally, cooperation with other subjects, which were provided at the request of the Ministry of Education by other donor agencies such as USAID and followed a similar way of cooperation by the STEM's project, was another unexpected impact. Thus, the collective impact can be enhanced by strengthening cooperation with other businesses that are closely related.

In addition to achieving the initially planned targets and the expected impact during the project periods, it is expected that the produced effects will continue even after the end of the cooperation, in order to obtain the understanding and support from the partner countries as well as the Japanese cooperating in the projects. 78.4% of the respondents in the secondary evaluation said the projects’ intended effectiveness has been sustained (or is going to be sustained) after the assistance is completed. However, 68.6% of the respondents answered “yes” to the question on whether there is technical capability to maintain sustainability, and 54.9% said “yes” to whether there is financial capacity to maintain sustainability. This is in contrast to the results of responses on the three-tier achievement rate of outputs, outcomes and expected impact, which were mentioned above. Consequently, it may be difficult for Japan to sustain the effectiveness of education cooperation projects after Japan's support has terminated. Therefore, to ensure the sustainability of an education project, it is necessary to establish a mechanism for monitoring and evaluating

sustainability and the impact of a project based on the actual situation at the time of project formulation or from the early stage of project implementation.

Regarding the sustainability of education cooperation, education cooperation projects were heavily influenced by the COVID-19 worldwide in 2020. However, to maintain learning continuity, new approaches have been devised and implemented by policy makers, implementing organizations, and schools. They are digitization of teaching materials, online training, and delivery of online classes for international students, etc. In El Salvador, for example, mathematics textbooks have been distributed throughout the country even after the completion of Japan's education project, and students have continued to learn using the textbooks. In addition, the project's counterparts developed numerous audiovisual materials (YouTube, TV materials, etc.) for children's self-study and teacher's self-development. This has had an unexpected positive impact during the project period. It is a manifestation of "Japan's unique support that emphasizes support for self-help efforts," and is one of the good practices during the COVID-19 pandemic.

### **(3) Appropriateness of Processes**

#### **Satisfactory**

This section comprehensively assessed the "appropriateness of processes" of the education cooperation policy from the three viewpoints of "a. appropriateness of processes for policy formulation," "b. appropriateness of the policy implementation system and processes for policy implementation," and "c. effective cooperation with various donor agencies." In this evaluation, overall "appropriateness of processes" of this policy was judged to be satisfactory.

#### **A. Appropriateness of Processes for Policy Formulation <Recommendations 3 and 4 are related>**

MOFA sought advice from individual relevant ministries, JICA, universities, international donor agencies, NGOs, private companies, and other stakeholders at the time this policy was formulated. However, it appears that these stakeholders did not meet to discuss and formulate the then new policy together in an open and transparent process. In order to hear public opinions over a wide spectrum when formulating an education cooperation policy, existing systems and meetings such as the "Japan International Education Cooperation Groups Meetings" of the Ministry of Foreign Affairs, and the "Japan Education Forum for SDGs (JEF for SDGs)" co-sponsored by the Ministry of Foreign Affairs, MEXT, Hiroshima University, and the University of Tsukuba are deemed to be effective tools. Recommendations and lessons learned from this evaluation are expected to be reflected in the next education cooperation policy.

Regarding the composition and contents of the policy, it is expected that the implementation period of the policy as well as indicators and targets to be achieved should be included. Although the guiding principles of the "Learning Strategy for Peace and Growth" are clear, the objectives of education cooperation (equity for educational opportunities, improvement of educational quality,



etc.), education fields (science and mathematics education, engineering education, school management, etc.), and assistance approaches (strengthening collaboration with international organizations, promoting cooperation by various actors, etc.) appear to be muddled. Therefore, it is necessary to classify these different components and clarify their causal relationships when formulating the next education cooperation policy.

## **B Appropriateness of Policy Implementation System and Processes for Policy implementation <Recommendations 2,3,5,6 and 7 are related>**

Following the formulation of the policy, MOFA issued instructions within the Ministry and Japan's overseas establishments to share and utilize the policy. JICA also developed its education cooperation policy called “JICA Position Paper in Education Cooperation” and formulated its education projects in line with this policy. An ODA Task Force consists of officials from Japan's overseas establishment, a JICA Overseas Office, and other organizations. They meet to discuss aid policies in a partner country, formulate projects, and regularly share information with partner countries on the progress of education projects being implemented. A Japan's overseas establishment supports the implementation of an education cooperation project through the Japanese Ambassador's attendance at relevant events, for instance. In this manner, the development of a coherent education cooperation policy of an aid implementing agency, which is aligned with a national MOFA education cooperation policy, the formulation of projects in line with those policies, and the employment of high-quality experts, have resulted in better cooperation. It has produced outcomes and contributed to the sustainability of the impacts that have emerged through Japan's assistance.

Regarding monitoring the progress of overall education cooperation that has been implemented, this policy states that “relevant parties will regularly monitor this policy (the implementation status) at the “Japan International Education Cooperation Groups Meetings” of the Ministry of Foreign Affairs.” Therefore, the fact that the “Japan International Education Cooperation Groups Meetings” has already been formed and exists is noteworthy. However, it is also thought that the Groups Meetings have not been able to fully fulfill its expected roles such as monitoring the implementation of the policy and publicizing the results externally. In relation to this policy, a valid implementation period, targets and indicators to be achieved, were not specified at the time of its development, and they have not been included in this policy. Moreover, since the progress of the policy has not been monitored and related data have not been collected, it is not clear what achievements should be measured in this evaluation, and it has become a constraint in the implementation of monitoring and evaluation. As shown in Table 3-1-2 below, the two evaluations for the two education cooperation policies have been executed. An evaluation was conducted from 2007 to 2008 for the “Basic Education for Growth Initiative,” while the other was done from 2015 to 2016 for the “Japan's Education Cooperation Policy 2011-2015.” The same recommendations have been extracted and presented from the two evaluations. Hence those recommendations

should be thoroughly considered to improve Japan's education cooperation, to ensure the objectivity of a third-party policy evaluation, and to improve the quality of evaluations.

**Table 3-1-2 Common Recommendations from Two Previous Third-Party Evaluations  
for Education Cooperation Policies**

<ul style="list-style-type: none"> <li>• Establishing a system for policy formulation, implementation, monitoring, and evaluation</li> <li>• Clarifying and setting policy goals</li> <li>• Monitoring and evaluation for policy implementation (mid-term and final) and publication of the results</li> </ul>
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Sources: Prepared by Evaluation Team based on Summaries of Evaluations for the Basic Education Initiative for Growth (BEGIN); and Japan's Education Cooperation Policy 2011-2015.

The public relations (PR) of this policy to the outside world including the partner countries seemed insufficient because the English website on Japan's education cooperation has not been updated, and the translations of the policy into major languages other than English have not been made (e.g. French and Spanish). After the formulation of this policy, it appears there have been internal instructions to share and utilize this policy at the MOFA and Japan's overseas establishments. However, the policy does not appear to have been continuously carried over from one official to another following staff transfers at Japan's overseas establishments. Cooperation with MEXT with both knowledge and resources, is important in strategically implementing Japan's education cooperation policy. It is therefore necessary to further deepen the cooperative relationship between MEXT, MOFA and ODA implementing agencies.

Monitoring and evaluation of the “diplomatic importance and ripple effects” of education cooperation policies and strategies are not routinely conducted. However, if this evaluation is to be strengthened in future, one option would be to include related diplomatic items in a JICA evaluation handbook, and evaluate these items during an evaluation for education cooperation projects. In future, it is important to continue to publish information on the outcomes of education cooperation projects in MOFA's Development Cooperation Report and other documents, as well as to provide information on the significance of education cooperation, outcomes of this policy, and the results of evaluations to the international community. These points are expected to improve if these measures are taken.

### **C Effective Cooperation with Various Relevant Agencies <Recommendation 3 is related>**

As shown in Figure 2-5-4, in order to enhance aid effectiveness of education cooperation in the policy, it is evident that Japan's overseas establishments have attempted to promote approaches such as “strengthening cooperation with international organizations,” “promoting cooperation various actors and diversifying partners,” “establishing broad network,” “strengthening mutual cooperation with other development sectors,” and “strengthening collaboration between policy-implementation-outcome.”

This section will take a closer look at specific examples such as “regional information exchange and mutual cooperation,” “effective collaboration and cooperation with various actors,” “use of various assistance schemes to enhance effectiveness,” and “incorporation of activities in other development sectors.”

There are many successful cases of “information-sharing and mutual cooperation in a region” in higher education projects implemented by JICA. For example, when it comes to intellectual networking, the JICA technical cooperation, “Project for ASEAN University Network/Southeast Asia Engineering Education Development Network (JICA Project for AUN/SEED-Net)” has been working on networking of ASEAN and Japanese universities since 2003. This is an initiative to enhance the spillover effects on ASEAN regional international organizations and regional international universities by cooperating with ASEAN university networks. International exchanges have recently been carried out with projects in other regions such as Egypt-Japan University of Science and Technology (E-JUST) and Jomo Kenyatta University of Agriculture and Technology (JKUAT). Since the Seventh Tokyo International Conference on African Development (TICAD7), E-JUST has been actively accepting African students and building networks within the African region and implementing South-South Cooperation, JKUAT has had spillover effects in networking with the Pan African University as a hub of scientific and technological innovation fields by collaborating with support for the Pan African University Institute for Basic Sciences, Technology, and Innovation as a human resource development base for the above-said fields. All the good practices were produced during the phases of the projects, based on building relationships of trust through long-term commitment.

Good examples of regional cooperation can also be seen in the field of basic education. The mathematics education project implemented in El Salvador, which is a selected case study for this evaluation, has contributed to information sharing and networking in the region. For example, JICA experts from the country provided technical advice to neighboring countries by holding a regional mathematics education seminar where about 200 people attended from six countries within and outside the Central American region, including El Salvador. It is also noteworthy that the Spanish textbooks developed under the ESMATE’s project have widely been utilized as public goods by using them at Japanese schools for foreign children living in Japan and by releasing them on JICA’s website. Madagascar, as the other case study country, held experience-sharing meetings and other events with West African countries and other countries on “School for All” projects, and reports have been made on a wide range of contributions not only bilaterally but also regionally.

Japan’s education cooperation through international organizations is also important for “effective coordination and cooperation with diverse actors.” Education cooperation projects through one of the leading partners, UNICEF, were implemented in many countries around the world. For example, in 2018, the Government of Japan provided Grant Aid for International Organizations to UNICEF. UNICEF implemented projects by utilizing the grant to improve access

to basic education such as the development of non-formal education facilities (400 locations) in three states in Pakistan.

One new partner is the “Global Partnership for Education,” which is the International Fund focusing on providing quality education to children in lower-income countries. Japan's investment in GPE has been sluggish in comparison to other developed countries, but since 2017, there have been cases where additional assistance has been provided to support emergency education for refugees and displaced children in Bangladesh, Chad, and South Sudan. As the need for emergency humanitarian assistance increases, “Japan NGO Network for Education (JNNE)” has been active. 21 Japanese NGOs belong to JNNE. Its mission is to contribute to the fulfillment of the right of education for all children and the achievement of SDG 4 for all. The organization welcomes the fact that this current education cooperation policy has included descriptions of the needs for educational support in emergencies for the most vulnerable and disadvantaged from the standpoint of the right of education for all. Member organizations have been implementing a variety of education projects and have produced valuable outcomes.

As a trend in recent years, not only NGOs, but also private companies have begun to participate in education cooperation projects. For example, in Bangladesh, the Kumon Institute of Education Co., Ltd. verified the effectiveness of the introduction of the Kumon educational method at BRAC Schools run by a local NGO by tapping into JICA's “Preparatory Survey (Promoting BOP Business Partnership)” scheme. In Laos, the Tokyo Shoseki Co., Ltd. has been working to improve mathematics education comprehensively under the “Project for Improving Teaching and Learning Mathematics for Primary Education ” that is JICA's technical cooperation. There are some assistance schemes to encourage private companies to participate in education cooperation, and the business environment in this area has gradually improved.

With regards to the “use of various aid schemes to enhance effectiveness,” there are many good practice cases in which multiple aid schemes are successfully combined and applied in many countries. Egypt is one of the countries where a wide range of aid schemes are being used. According to the country's development cooperation policy based on the “Egypt-Japan Education Partnership ” agreed by the two countries in the field of education, Japan has provided comprehensive assistance to the country taking advantage of the characteristics of Japanese education through approximately 20 aid schemes, including grants and loans. The entire Egyptian education system has been covered from pre-primary education and basic education to technical education and higher education.

With reference to “incorporation of activities in other development sectors,” Madagascar's school lunch activities have been collaborating with a technical cooperation project in the agricultural sector on a trial basis. They have been using rice harvested in farms for school lunch, and share information on rice production at the general meeting of residents of the school management project. In addition, there has been a case example where an expert working for a technical

cooperation project advises the education project in order to improve the nutrition status of students. Egyptian schools have introduced hand washing and toothbrushing, and health and hygiene related activities have also been initiated. Cooperation in the field of higher education has produced high-level human resources in various fields. A few cases have reported that human resources developed through the education cooperation programs have contributed to resolving global challenges after they returned to their home countries, and directly and indirectly been conducive to other sector development. In Timor-Leste, for example, Japan's assistance has strengthened the functions of the Faculty of Engineering at a university for the past 20 years. People who obtained degrees from the university have been promoted to ministerial-level posts, and have made significant contributions to development in various sectors, such as disaster risk reduction and electricity.

As such, under this policy, many good practices have emerged in “information exchange and mutual cooperation within the region,” “effective collaboration and cooperation with various actors,” “utilization of various assistance schemes to enhance effectiveness,” and “incorporation of activities in other development sectors.” Accordingly, these approaches have been helpful in advancing the education cooperation policy vision of “Learning for All, All for Learning.”

The policy includes strengthening collaboration with international organizations such as GPE as one of priority areas, but its investment in GPE is very low compared with other developed countries. Regarding aid modalities, there is no mention of a sector-wide approach (SWAP), financial support, or program-based approach (PBA), which are regarded as approaches to improving the effectiveness and efficiency of aid since the Paris Declaration. Therefore, aid modalities assumingly still rely on conventional project-basis approaches. Of the valid responses from Japan's overseas establishments questionnaire, 27% responded that they “place importance on international goals such as SDGs rather than on the Japan's education cooperation policy.” Hence in the field of education cooperation, it is required to address global issues together with various other stakeholders. Therefore, it should continue strengthening the networking in education cooperation, and cooperation with multilateral and bilateral donor agencies. For this reason, it is necessary to provide a certain amount of funds to global funds such as GPE, and to maintain a variety of the current aid modalities including financial support, in order to apply flexible aid schemes which meet local needs.

## **2 Evaluations from Diplomatic Viewpoints**

This section verifies evaluations from diplomatic viewpoints in “diplomatic importance” and “diplomatic impact.” Diplomatic importance was evaluated from the viewpoint of how the “Learning Strategy for Peace and Growth” could be expected to contribute to Japan's national interest. As a result, the Evaluation Team concluded that the policy is positioned as an important diplomatic policy considering the background of its announcement and that the education cooperation implemented under this policy is anticipated to play a certain role as a diplomatic tool such as contributing to the

establishment of better bilateral relations and the enhancement of Japan's presence. The diplomatic impact was evaluated from the viewpoint of how this policy had contributed to the realization of Japan's national interest. As a result, the Evaluation Team concluded that some of the education cooperation projects had a diplomatic impact, such as increasing Japan's presence, enhancing trust, and strengthening bilateral relations, and there were also cases where the impact was given back to Japanese society and people.

#### **(1) Diplomatic Importance <Recommendations 6 and 7 are related>**

Awareness of the “Learning Strategy for Peace and Growth” is not high among partner governments, other donor agencies, and Japan's overseas establishments as indicated by the results of the questionnaire survey for Japan's overseas establishments. The low awareness of the policy among Japanese officials needs to be improved because hopefully, it can be used as a diplomatic tool as well as demonstrating Japan's commitment to education cooperation. However, at the individual education cooperation project level, the partner countries are well aware and appreciate that such education cooperation projects are supported by Japan. In addition to contributing to the educational challenges of the partner countries, Japan's education cooperation projects are considered to play a certain role as a diplomatic tool such as establishing better bilateral relations and increasing Japan's presence.

The projects to receive foreign students such as JDS and the ABE Initiative, or African Business Education for Youth which marked high in diplomatic viewpoints in the secondary evaluation are considered to be of high diplomatic importance because they can serve as a bridge that contributes to strengthening bilateral relations with Japan when foreign students who have studied in Japan return to their home countries to work for government agencies or Japanese companies. These projects also foster pro-Japanese people who have studied in Japan and know Japan well.

Although the level of awareness of this policy among partner governments, other donor agencies, and Japan's overseas establishments is low, the fact that it was announced by then Prime Minister Abe at the SDGs Summit in 2015 suggests that the Government of Japan positioned the policy as diplomatically important when it was formulated. There have also been several occasions when Japan's education cooperation efforts have been publicized in the international community in places such as the above-mentioned summit and the TICAD7 in 2019, where the activities in the Participatory School Management Projects, the Egypt-Japan University of Science and Technology and the Jomo Kenyatta University of Agriculture and Technology were mentioned as examples of Japan's education cooperation. Diplomatic importance is strengthened by such publicization in international settings, and it is necessary to continue to publicize in the future to further increase the diplomatic importance.

## **(2) Diplomatic Impact <Recommendations 6 and 7 are related>**

Overall, Japan's education cooperation responds to the development needs of the partner countries and provides face-to-face cooperation while paying close attention to the field. As a result, Japan's education cooperation is highly trusted, has high expectations by the partner countries, and contributes to the strengthening of bilateral relations. Moreover, there were cases where the heads of state of partner countries expressed gratitude for the cooperation, such as support for the higher education sector in Egypt and Vietnam whose universities that Japan has supported include the name of Japan. These cases increase Japan's presence and bring about diplomatic impact. The results of some projects including those in El Salvador and Madagascar that were case study countries have been shared across other countries and expanded over a broader area. They are thought to have contributed to improving the understanding and the presence of Japan not only bilaterally, but also at the regional level. In addition, the education cooperation projects being implemented based on the "Learning Strategy for Peace and Growth," in a way that establishes and expands international and regional networks for educational cooperation, have led to intra-regional cooperation and strengthened coordination with ASEAN, Central America, Africa, and others and they have had a diplomatic impact.

The outcome and progress of educational cooperation are also disseminated in Japan through JICA and international organizations. In addition, activities to make use of the results of education cooperation in developing countries are carried out in Japan. For example, JICA publishes math textbooks, teacher's guides, and math drills in Spanish, which are part of ESMATE's outcome on its website as learning support materials for Spanish-speaking children in Japan. This is an example where the outcome of education cooperation is given back to Japan with diplomatic impact.

As found in the interviews in Japan, not only education cooperation but also the SDGs have been frequently seen through the media in Japan. If the idea of seeing numerous issues not as someone else's, but as a mutual problem and working together to resolve them horizontally is spreading in society, it can be said that education cooperation benefits the people of Japan in a broader sense.

As pointed out in the results of the secondary evaluation, individual education cooperation projects are evaluated based on JICA's evaluation guidelines and JICA's evaluation handbook, but these do not include descriptions related to diplomatic viewpoints. As a result, it was difficult to analyze diplomatic importance and impact at the individual project level, and how this leads to diplomatic significance and impact as a whole, with the exception of projects in case study countries.

## Chapter 4 Recommendations

This evaluation presents recommendations on Japan's education cooperation policy divided into two categories: "recommendations on policy contents" and "recommendations on policy formulation and implementation process." The addressees and coverage period of the recommendations are as follows.

### 《Recommendations on Policy Contents of Japan's Education Cooperation》

#### 1. Prioritizing Areas of Japan's Education Cooperation Policy

- Prioritizing important areas of a new policy should be considered as it will likely need to provide a variety of education cooperation in line with international trends and the limited resources in the implementation stage.

【Addressee of recommendation: MOFA, coverage period of recommendation: short-term】

#### 2. Setting Targets for Japan's Education Cooperation Policy

- The implementation period of the next education cooperation policy and the targets to be achieved should be set and incorporated into the policy or strategy, in order to be accountable to the public and to share information with the parties concerned.

【Addressee of recommendation: MOFA, coverage period of recommendation: short-term】

#### 3. Components and Contents of the Education Cooperation Policy

The next policy needs to incorporate the following components and content.

- As for new policy components, the education cooperation objectives (equity of educational opportunities, improvement in the quality of education) and education fields (science and mathematics education, engineering education, school management, literacy education, etc.) should be stated separately as much as possible.

【Addressee of recommendation : MOFA, coverage period of recommendation: short-term】

- Increased collective impact are required to improve the effectiveness of education cooperation. To this end, the effectiveness of education cooperation should be increased by maintaining and strengthening cooperation with other actors and businesses that are closely related to a project, leveraging the accumulated outcomes of previous cooperation, ensuring the use of trained personnel, and not only creating new mechanisms, but also utilizing existing systems.

【Addressee of recommendation : MOFA, coverage period of recommendation: short-term】

- To enhance the sustainability of the effect, approaches should be devised to strengthen the partner's proactive efforts including maintenance and management of facilities, equipment and materials that will be properly implemented through the initiative of a partner country. In this respect, a monitoring system tailored to the actual conditions of the partner country should be established.



【Addressee of recommendation : MOFA, coverage period of recommendation: short-term】

- Long-term relationships of trust with counterparts need to be built in order to ensure effectiveness of education cooperation. For example, the same expert, who is committed for a long period of time, should be deployed even if the phases of projects change, in order to make it possible to build relationships of trust among stakeholders and to improve the efficiency of overall work coordination. In the case of support for higher education, long-term consistent effects can be achieved by adopting a mechanism that enables long-term cooperation, for instance, capacity building of university staff and joint research, which are considered merits for both partner universities and Japanese universities.

【Addressee of recommendation : MOFA, coverage period of recommendation: short-term】

- It is important to continue to strengthen networking in education cooperation, and cooperation with multilateral and bilateral donor agencies in order to address common global issues. For this purpose, Japan should provide funding for global funds such as GPE, maintain a variety of aid modalities as they are, which includes financial support, and implement its cooperation flexibly to meet local needs.

【Addressee of recommendation : MOFA, coverage period of recommendation: long-term continuous implementation from its introduction】

## 《 Recommendations on Policy Formulation and Implementation Process of Japan's Education Cooperation 》

### 4. Methods for Policy Formulation of Japan's Education Cooperation

- At the time of policy formulation, the “Japan International Education Cooperation Groups Meetings” of the Ministry of Foreign Affairs, and the “Japan Education Forum for SDGs (JEF for SDGs)” co-sponsored by the Ministry of Foreign Affairs, MEXT, Hiroshima University, and the University of Tsukuba should effectively be utilized so that relevant ministries, JICA, universities, international organizations, NGOs, private companies, and other stakeholders can meet together to discuss the policy in a more open and transparent manner.

【Addressee of recommendation : MOFA, MEXT, Ministry of Economy, Trade and Industry (METI), JICA, International Organizations, private sector, NGOs, etc. Coverage period of recommendation: long-term continuous implementation from its introduction】

### 5. Implementation Methods of Japan's Education Cooperation Policy

- In implementing policies, existing platforms of the “Japan International Education Cooperation Groups Meetings,” and “JEF for SDGs,” which are made up of education cooperation stakeholders, should be utilized more effectively. Their specific and practical roles and methods that can be implemented once a year, for example, should be thoroughly considered and decided. In addition, ways of utilizing the platforms for monitoring and reviewing not only the results and outcomes of JICA projects, but also those, which are produced by non-JICA

projects, should be devised. The progress of the implementation of an education cooperation policy should be monitored and verified, and the results should be publicized to gain the understanding of the Japanese people more fully. In addition, participants at the platforms should be encouraged to disseminate results through their respective affiliations and other means. Moreover, a third-party evaluation of an education cooperation policy should be conducted at an appropriate time to draw recommendations and to reflect them in a new policy. For this purpose, the policy implementation period and policy targets to be achieved need to be set.

【Addressee of recommendation : MOFA, the members of the platforms, coverage period of recommendation: long-term continuous implementation since its introduction】

- Knowledge and cooperation of MEXT is crucial in formulating, executing and evaluating projects for implementing an education cooperation policy more effectively and efficiently. Therefore, for example, holding periodic meetings with three parties, namely MOFA, MEXT and JICA, which is an ODA implementing agency, should be thoroughly considered.

【Addressee of recommendation : MOFA, MEXT, METI, JICA, NGOs, private sector, etc. coverage period of recommendation: long-term continuous implementation from its introduction】

## 6. Strengthening Public Relations on Japan's Education Cooperation Policy

- As in the past, Japan should take windows of opportunities to announce the policy from Japanese leaders to the international community.
- This policy should be continuously communicated to ODA implementing authorities, including departments within MOFA, Japan's overseas establishments, and JICA.
- Appropriate English-language websites should be developed, and the policy should be translated into major languages other than English.

【Addressee of recommendation : MOFA, coverage period of recommendation: long-term continuous implementation from its introduction】

## 7. Evaluation of the “Diplomatic Importance and Ripple Effects” of Education Cooperation Policy

- Relevant information on the “diplomatic importance and ripple effects” of the education cooperation policy should be kept and collected in order to enrich evaluations in this area, as well as during the period of an individual education project, and monitoring and studies. The accumulated information should then be reported.

【Addressee of recommendation: MOFA and ODA implementing agencies, coverage period of recommendation: short-term】