

Evaluation of

**"Japan's Non-Project Grant Aid for
Provision of Japanese Local Products for
the Hashemite Kingdom of Jordan (FY2014) "**

and

**"Japan's Grant Aid for the Economic and
Social Development Programme for
the Hashemite Kingdom of Jordan (FY2016) "**

February 2024

Chief Evaluator: KUWANA Megumi, Professor,
Faculty of International Studies, Kindai University

Ingerosec Inc.

Preface

This report is an Evaluation of the “Non-Project Grant Aid for Provision of Japanese Local Products for the Hashemite Kingdom of Jordan (FY2014)” and the “Grant Aid for the Economic and Social Development Programme for the Hashemite Kingdom of Jordan (FY2016)” and was commissioned to Ingerosec Corporation by the Ministry of Foreign Affairs of Japan (MOFA) in FY2023.

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

The objective of this Evaluation was to conduct a project-level evaluation of the “Non-Project Grant Aid for Provision of Japanese Local Products for the Hashemite Kingdom of Jordan (FY2014)” and the “Grant Aid for the Economic and Social Development Programme for the Hashemite Kingdom of Jordan (FY2016),” and to produce recommendations that can be used for similar projects by the Government of Japan in the future. For accountability purposes, the results in their entirety are available to the general public.

The Evaluation Team in charge of this study consisted of a chief evaluator (KUWANA Megumi, Professor, Faculty of International Studies, Kindai University), and Ingerosec Corporation. Professor KUWANA supervised the entire evaluation process. In addition, to complete this study, we have received support from MOFA, the Japan International Cooperation Agency (JICA), and local ODA Task Forces, as well as government agencies, project implementing agencies, non-governmental organizations (NGOs), and private companies in Jordan. We would like to take this opportunity to express our sincere gratitude to all those who supported this study.

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

February 2024

Ingerosec Corporation

Note: This English version is a translation of the “Third Party ODA Evaluation Report FY2023” written in Japanese on the “Non-Project Grant Aid for Provision of Japanese Local Products for the Hashemite Kingdom of Jordan (FY2014)” and the “Grant Aid for the Economic and Social Development Programme for the Hashemite Kingdom of Jordan (FY2016).”

Evaluation of “Japan’s Non-Project Grant Aid for Provision of Japanese Local Products for the Hashemite Kingdom of Jordan (FY2014)” (Brief Summary)

Evaluators (Evaluation Team)

- Chief Evaluator: KUWANA Megumi, Professor,
Faculty of International Studies, Kindai University
- Consultant: Ingerosec Corporation

Evaluation Period: FY2014

Period of the Evaluation Study: July 2023 - February 2024

Field Survey Country: Jordan



Angiography systems,
Fluoroscopy machine

Background, Objectives and Scope of the Evaluation

This evaluation was conducted on the “Non-Project Grant Aid for Provision of Japanese Local Products for the Hashemite Kingdom of Jordan (FY2014)” (hereinafter referred to as “2014 Non-Project Grant Aid for Provision of Japanese Local Products”) (grant amount: 1 billion JPY), which was implemented by the Ministry of Foreign Affairs of Japan (hereinafter referred to as “MOFA”). The purpose of this project-level evaluation was to obtain recommendations from the evaluation results that can be used for similar projects in the future and to fulfill accountability to the public.

The 2014 Non-Project Grant Aid for Provision of Japanese Local Products was implemented with the aim of reducing the financial burden on the Government of Jordan, which has increased due to the acceptance of a large number of Syrian refugees, by providing medical equipment produced in the regions of Japan except Tokyo metropolitan area or in the areas affected by the Great East Japan Earthquake. It also aimed to raise awareness of the locally produced Japanese medical equipment, to create continuous demand, thereby to contribute to revitalization of the local economy and reconstruction of the disaster areas.

Brief Summary of the Evaluation Results

(1) Relevance of Plans

In response to the Syrian crisis, the Government of Jordan has positioned healthcare sector as one of the priority areas in the national development objectives and the Syrian refugee response plans, and this project was in line with the needs expressed in those plans. In addition, the Government of Japan has been promoting cooperation utilizing Japan's advanced medical technology as part of its support to the Middle East region to ensure peace and stability. The Country Assistance Policy for Jordan positioned “reduction of poverty and minimizing social disparities,” including assistance in the healthcare sector, as one of the Priority Areas. This project was consistent with the diplomatic and development cooperation policies of the Government of Japan.

Furthermore, at the time of the implementation of this project, three years after the Great East Japan Earthquake, the Government of Japan was promoting the strengthening of the foundations of the Japanese economy by capturing the vitality of overseas growth markets and the overseas expansion of Japanese companies through public-private partnerships. It was appropriate that this project was selected as a Non-Project Grant Aid for Provision of Japanese Local Products which provides equipment produced in Japan.

In the planning stage, although a change to the contents of the grant aid were agreed upon

between the two governments during the period between the time of request and signing of the Exchange of Notes (hereinafter referred to as "E/N"), no records of the related discussions were kept, and it was not possible to confirm the specific history of the change. However, the work during the planning stage of this project was carried out without delay in accordance with the standard implementation structure of the Economic and Social Development Programme (formerly known as Non-Project Grant Aid (hereinafter referred to as "Non-Project Grant Aid")) and in line with its standard workflow.

(Rating: Satisfactory)

(2) Effectiveness of Results

During the implementation and monitoring stages of this project, the works were carried out without any problems in accordance with the standard workflow, and the payment was implemented as planned in terms of both amount and timing. The requested equipment selected by the intergovernmental committee was procured through competitive bidding and delivered to four hospitals in Jordan under the condition that the main manufacturing sites were regions outside Tokyo metropolitan area or the "specific disaster area" of the Great East Japan Earthquake. In addition to the initial operational training at the time of delivery, additional trainings were provided by the local agent, and other proactive efforts were made to ensure proper use and maintenance of the equipment. On the other hand, local media coverage was limited to the E/N signing, and there was no media coverage on the equipment delivery due to the fact that the handover ceremony was not held.

In this project, warranty periods were set at up to three years were set for some of the equipment requiring high level of maintenance. In addition, even after the warranty period expired, the maintenance contracts with the local agents were renewed through the Jordanian Ministry of Health (MOH) budget. All of the delivered equipment has been in good working order to date and is used on a daily basis, especially in government hospitals that accept patients from low- and middle-income groups.

(Rating: Satisfactory)

(Note) Rating: Highly Satisfactory / Satisfactory / Partially Satisfactory / Unsatisfactory

Recommendations

(1) Conducting Handover Ceremony and Effective Publicity

In this project, the E/N signing was reported in both English and Arabic in the local press, but the equipment handover ceremony was not held and was not reported in the local press at any time during the implementation stage. However, the completion of the equipment delivery was in 2018, before the outbreak of COVID-19, which indicates the possibility to hold a handover ceremony.

In the Grant Aid for the Economic and Social Development Programme (formerly Non-Project Grant Aid), which has promotion of Japanese equipment and overseas expansion of Japanese companies as one of the objectives, it is important to effectively publicize Japan's assistance. In order to enhance the publicity effects of such assistance, it is advisable to ensure that handover ceremonies are held. As the case of this project, in cases where multiple procurements are made, a handover ceremony could be held for each package.

(2) Preservation of Document Records

In this project, there was a significant change in the contents of the assistance between the time of the request and the E/N signing. Normally, no official records are required for discussions prior to the E/N signing, and records of daily discussions with the partner government via telephone or e-mail are destroyed after a certain period of time. Therefore, the history of the change and the evidence of the agreement regarding the contents of this project could not be confirmed through this evaluation survey. However, in order to conduct effective third-party evaluations, it is desirable to record the details of the agreement and its background as much as possible in writing documents, especially for critical decisions and changes, and to review the retention period of such records.

In addition, when implementing ODA based on the Plan-Do-Check-Act (PDCA) cycle, it is important to record lessons learned about successes, areas for improvement, and areas for reflection, and to track them even after several years have passed since the implementation of the project, so that they can be used in the implementation of future projects.

Evaluation of “Japan’s Grant Aid for the Economic and Social Development Programme for the Hashemite Kingdom of Jordan (FY2016)” (Brief Summary)

Evaluators (Evaluation Team)

•Chief Evaluator: KUWANA Megumi, Professor,
Faculty of International Studies, Kindai University

•Consultant: Ingerosec Corporation

Evaluation Period: FY2016

Period of the Evaluation Study: July 2023 - February 2024

Field Survey Country: Jordan

Note: In the interest of confidentiality of security measures, photographs related to this project shall not be published.

Background, Objectives and Scope of the Evaluation

This evaluation was conducted on the "Grant Aid for the Economic and Social Development Programme for the Hashemite Kingdom of Jordan (FY2016)" (hereinafter referred to as the "2016 Economic and Social Development Programme") (grant amount: 1 billion JPY), which was implemented by MOFA. The purpose of this project-level evaluation was to obtain recommendations from the evaluation results that can be used for similar projects in the future and to fulfill accountability to the public.

The 2016 Economic and Social Development Programme was implemented with the aim of improving the capacity of Jordan in the security sector through the provision of equipment manufactured in Japan, thereby contributing to Jordan's socio-economic development and the overseas expansion of Japanese companies through support for the stabilization of Jordan.

Brief Summary of the Evaluation Results

(1) Relevance of Plans

The year 2016, when this project was implemented, was a record year for the number of terrorist incidents in Jordan, and it was the time when tension over security measures in the country increased significantly. As the threat of conflict and terrorism in neighboring countries such as Syria and Iraq spread to Jordan, the Government of Jordan made national security based on the Construction one of the priority areas in the development objectives, and strengthened the efforts to improve border security measures. This project, planned under these circumstances, was consistent with the Government of Jordan's development plans and needs with regard to security measures.

Japan, which relies on imports of more than 80% of its crude oil from the Middle East, aims to build a multi-layered relationship with the region, including security as well as economic cooperation, and supports Jordan to maintain stability as a moderate faction in the region toward the Middle East peace process. This project, implemented as an assistance that contributes to peace and stability in Jordan, was in line with Japan's diplomatic and development cooperation policies toward the Middle East region and Jordan. Furthermore, the adoption of the Economic and Social Development Programme, which is characterized by mobility and rapidity, was appropriate under the circumstances of the time, when there was an urgent need to strengthen the security measures.

(Rating: Satisfactory)

(2) Effectiveness of Results

During the implementation and monitoring stages of this project, the work was carried out without any problems in accordance with the standard workflow, and the payment was implemented as planned in terms of both amount and timing. After the equipment request was finalized at the intergovernmental committee, the System Integrator (Sier) was selected through competitive bidding to formulate the Requirements Definition (R/D) for the system development. Then, the system was developed after consultation with the implementing agency / end-user. A contract was then signed with the supplier of the system and equipment, and the security equipment was smoothly delivered to the target sites.

Due to budgetary constraints, the maintenance contract has not been renewed after the warranty period, and the technical team of implementing agency / end-user has been handling the maintenance of the hardware equipment. To date, no major equipment problems have occurred, and the equipment has been operating without problems at the three target sites. The provision of equipment has strengthened the monitoring system and improved the work efficiency of the officers in charge.

Although no information on this project was reported locally due to the confidential nature of the security measures, the quality of security equipment of the supplier for this project is widely recognized in Jordan. In addition, from the viewpoint of ensuring consistency in border facilities, Japan's presence in the security sector in Jordan is high, and Japan is playing an important role, as the Government of Jordan has continued to install security equipment at border checkpoints with support by Japanese ODA following this project.

(Rating: Satisfactory)

(Note) Rating: Highly Satisfactory / Satisfactory / Partially Satisfactory / Unsatisfactory

Recommendations

(1) Support for Maintenance Costs

The equipment delivered under this project requires annual maintenance fee of 10-15% of the equipment cost. Due to the budget constraints of the implementing agency / end-user, the maintenance contract with the local agent has not been renewed. It is recognized that the technical team of the implementing agency / end-user is capable to deal with hardware problems related to the equipment itself, but a support contract with the supplier is necessary to deal with software problems.

While Japan's ODA emphasizes the encouragement of self-help efforts by partner countries, in cases such as this project, where the objective is to reduce the financial burden on the partner country, there is room for consideration of including maintenance costs in the budget of grant aid for a certain period, without limit of the one-year warranty period.

(2) Review of Procurement Guidelines

Procurement under the Economic and Social Development Programme is carried out in accordance with the "Guidelines for Implementation of Procurement Procedures for Non-Project Grant Aid (September 2005)". However, nearly 20 years have already passed after the formulation of the guidelines, and the name of the scheme has been changed. Therefore, it is time to revise the guidelines and inform all parties concerned.

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Map of the Target Country (Jordan)

Jordan

Area: 89,000 square kilometers

Population: 11,286,000 (World Bank, 2022)

Capital: Amman

Language: Arabic (English also accepted)

Religion: Islam (93%), Christianity (7%)

GDP per capita: US\$4,204.5 (World Bank, 2022)



(Source: Ministry of Foreign Affairs of Japan (MOFA) website)



(Source: UN Geospatial Information, 2018)

Chapter 1 Background, Objectives and Evaluation Framework

1. Evaluation Background and Objectives

Among grant aids, the Japan International Cooperation Agency (hereinafter referred to as “JICA”) performs the works necessary for facility construction or equipment procurement which requires detailed studies. Regarding those which need to be implemented in a flexible manner closely related to decisions made for the execution of foreign policies, the Ministry of Foreign Affairs of Japan (hereinafter referred to as “MOFA”) carries out the necessary works, and procurement agencies for governmental organizations in developing countries (procurement agency style), international organizations (international organization cooperation style), or non-profit organizations such as NGOs conduct procurement.

The objectives of ODA evaluation are to improve the quality of the Official Development Assistance (hereinafter referred to as “ODA”) by reviewing the activities and providing feedback to ODA policies and implementation processes, as well as to ensure accountability to the public. MOFA conducts ODA evaluations not only from development viewpoints, but also from diplomatic viewpoints. It is essential to provide easy-to-understand explanations of the significance of the provision of ODA to Japan's diplomacy and national interest.

In order to further strengthen the PDCA cycle of ODA, starting with the FY2017 ODA evaluation, third-party evaluations have been conducted for grant aids implemented by MOFA, targeting projects with a grant amount of 1 billion JPY or more. In FY2023, among the projects for which Exchange of Notes (hereinafter referred to as “E/N”) was concluded after 2013, those that have been completed with a grant amount of 1 billion JPY or more are evaluated. Taking into consideration the security situation in the partner country and the circumstances of acceptance of the field survey, this evaluation targets the “Non-Project Grant Aid for Provision of Japanese Local Products for the Hashemite Kingdom of Jordan (FY2014)” (hereinafter referred to as “2014 Non-Project Grant Aid for Provision of Japanese Local Products”) and the “Grant Aid for the Economic and Social Development Programme for the Hashemite Kingdom of Jordan (FY2016)” (hereinafter referred to as “2016 Economic and Social Development Programme”). The objectives of this evaluation are to conduct project-level evaluation of the two target projects and to derive useful recommendations for similar projects in the future.

2. Scope of Evaluation

- 2014 Non-Project Grant Aid for Provision of Japanese Local Products
: 1 billion JPY / Fluoroscopy machine, MRI, angiography system, etc.
- 2016 Economic and Social Development Programme
: 1 billion JPY / security equipment

3. Evaluation Methodology

This evaluation survey was conducted from July 2023 to February 2024.

(1) Evaluation Framework

The "Evaluation Framework" for this evaluation was prepared as shown in **Table 1-1** and **Table 1-2**, based on the materials provided by MOFA and publicly available information on the Internet for the two target projects. The two evaluation criteria were "Relevance of Plans" and "Effectiveness of Results" in accordance with the "ODA Evaluation Guidelines (June 2021)" and the "ODA Evaluation Handbook (February 2023)".

Table 1-1 Evaluation Framework (Summary)
(2014 Non-Project Grant Aid for Provision of Japanese Local Products)

Evaluation Criteria	Evaluation Question	
1. Relevance of Plans	1-1 Links with the purpose	1-1-1: Links with the Jordan's development needs and policies
		1-1-2: Links with the Government of Japan's diplomatic and development cooperation policies
	1-2 Consistency of the planned project details	1-2-1: Consistency with the Government of Jordan's development plans and activities in the healthcare sector
		1-2-2: Consistency with Japan's diplomatic and development cooperation plans and activities for Jordan in the healthcare sector
	1-3 Appropriateness of the planned implementation structure	1-3-1: Consistency with the standard implementation structure and workflow that the Government of Japan expects for Non-Project Grant Aid
		1-3-2: Appropriateness in light of the implementation structures, capabilities, etc. of government agencies of Jordan in the

		healthcare sector
	1-4 Appropriateness of planning processes	1-4-1: Appropriateness compared to the standard workflow of the Government of Japan
		1-4-2: Factors and areas for improvement to ensure the “Relevance of Plans”
2. Effectiveness of Results	2-1 Level of achievement and efficiency of the project	2-1-1: Level of achievement of fund provision (input)
		2-1-2: Level of achievement and efficiency of goods and equipment provision (output)
		2-1-3: Status of use of goods and equipment (output)
		2-1-4: Development effects through the provision and use of goods and equipment (outcome)
		2-1-5: Diplomatic effects through the provision and use of goods and equipment (outcome)
	2-2 Appropriateness of implementation and monitoring processes	2-2-1: Appropriateness compared to the standard workflow of the Government of Japan
		2-2-2: Factors and areas for improvement to ensure the “Effectiveness of Results”

Table 1-2 Evaluation Framework (Summary)
(2016 Economic and Social Development Programme)

Evaluation Criteria	Evaluation Question	
1. Relevance of Plans	1-1 Links with the purpose	1-1-1: Links with the Jordan’s development needs and policies
		1-1-2: Links with the Government of Japan’s diplomatic and development cooperation policies
	1-2 Consistency of the planned project details	1-2-1: Consistency with the Government of Jordan’s development plans and activities in the security sector
		1-2-2: Consistency with Japan’s diplomatic and development cooperation plans and activities for Jordan in the security sector
	1-3 Appropriateness of planned implementation	1-3-1: Consistency with the standard implementation structure and workflow that the Government of Japan expects for Economic and Social Development

	structure	Programme
		1-3-2: Appropriateness in light of the implementation structures, capabilities, etc. of government agencies of Jordan
	1-4 Appropriateness of planning processes	1-4-1: Appropriateness compared to the standard workflow of the Government of Japan
		1-4-2: Factors and areas for improvement to ensure the “Relevance of Plans”
2. Effectiveness of Results	2-1 Level of achievement and efficiency of the project	2-1-1: Level of achievement of fund provision (inputs)
		2-1-2: Level of achievement and efficiency of goods and equipment provision (output)
		2-1-3: Status of use of goods and equipment (output)
		2-1-4: Development effects through the provision and use of goods and equipment (outcome)
		2-1-5: Diplomatic effects through the provision and use of goods and equipment (outcome)
	2-2 Appropriateness of implementation and monitoring processes	2-2-1: Appropriateness compared to the standard workflow of the Government of Japan
		2-2-2: Factors and areas for improvement to ensure the “Effectiveness of Results”

(2) Literature Research

The Evaluation Team collected and analyzed materials provided by MOFA, documents related to economic cooperation toward Jordan, publicly available information on the Internet regarding the evaluation targets and provision of equipment, and various other related documents.

(3) Domestic Survey

The Evaluation Team conducted questionnaire-based surveys and online interviews to MOFA, the Embassy of Japan in Jordan, the procurement agency (Japan International Cooperation System (hereinafter referred to as “JICS”)), and the suppliers for 2014 Non-Project Grant Aid for Provision of Japanese Local Products (Marubeni Protechs Corporation and ITOCHU Corporation) and for 2016 Economic and Social Development Programme, which are the relevant

agencies for the target projects¹.

(4) Field Survey

The field survey was conducted from September 22 to October 4, 2023.

Table 1-3 Field Survey Itinerary

Date	Activity
September 22	- Departure from Narita (via Dubai)
September 23	- Arrival in Amman
September 24	- Courtesy call on the Embassy of Japan in Jordan, Interview with the Economic and Development Cooperation Group - Interview with JICA Jordan Office
September 25	- Interview with the Jordanian Ministry of Planning and International Cooperation (MOPIC) - Interview with Kokkyo naki Kodomotachi (KnK) (Japanese NGO)
September 26	- Interview with Medical Aid for Palestinians (local NGO) - Interview with the Jordanian Ministry of Foreign Affairs and Expatriates - Interview with Jordan Health Aid Society International (local NGO)
September 27	National holiday (Prophet's birthday) - Filing materials
September 28	- Interviews with the implementing agency / end-user of 2016 Economic and Social Development Programme - On-site visit to the delivery site of security equipment
September 29	- Filing materials
September 30	- Filing materials
October 1	- Interview with the Jordanian Ministry of Health (MOH) - Interview with Trading Medical Systems Jordan (local agent)
October 2	- On-site visit to Prince Hamza Hospital (PHH) - Interview with Lama Trading Agency (local agent)
October 3	- Report to the Embassy of Japan in Jordan - Departure from Amman
October 4	- Arrival at Narita (via Dubai)

Interviews were conducted with government organizations of Jordan (the Ministry of Planning and International Cooperation (hereinafter referred to as "MOPIC"), the Ministry of Health (hereinafter referred to as "MOH"), the

Note1: As information related to security measures is highly confidential, details of the 2016 Economic and Social Development Programme including the name of the supplier, provision of equipment, specifications, quantities, and delivery sites shall not be disclosed.

implementing agency / end-user of 2016 Economic and Social Development Programme, etc.), the Embassy of Japan in Jordan, the JICA Jordan Office, Japanese and local NGOs, and local agents. In addition, by inspecting Prince Hamza Hospital (hereinafter referred to as "PHH"), the delivery site of medical equipment under the 2014 Non-Project Grant Aid for Provision of Japanese Local Products, and one of the delivery sites of security equipment under the 2016 Economic and Social Development Programme, the status of operation and maintenance of the procured equipment was confirmed.

(5) Examination of Evaluation Results and Recommendations

Based on the results of the evaluation survey, the "Relevance of Plans" and the "Effectiveness of Results" were rated on a four-point scale (Highly Satisfactory / Satisfactory / Partially Satisfactory / Unsatisfactory) according to the rating criteria in the "ODA Evaluation Handbook". In addition, recommendations for relevant parties of the evaluation targets were considered as feedback based on the evaluation results.

4. Evaluation Team

This evaluation study was conducted by an Evaluation Team consisting of the following members:

- Chief Evaluator: KUWANA Megumi, Professor, Faculty of International Studies, Kindai University
- Consultant: KUMANO Tadanori (Ingerosec Corporation)
AZUMA Kenjiro (Ingerosec Corporation)
OSAWA Nazuna (Ingerosec Corporation)

Chapter 2 Overview of Evaluation Targets

1. Outline of the Target Country

Jordan (officially known as the Hashemite Kingdom of Jordan) shares the border with Syria, Iraq, Saudi Arabia, Israel, and Palestine, and plays an important role in the stability of the Middle East region due to the geopolitical position. As a moderate faction, Jordan, whose foreign policy is based on international coordination with Arab and Islamic countries and promotion of omnidirectional equidistant diplomacy, is positive about the Middle East peace process. Thus, it is recognized by the international community as a key player in the stability of the Middle East region.

In 2014, when the target project of this evaluation was requested, the population of Jordan was approximately 8.66 million, and has continued to increase to approximately 9.96 million in 2016, and 11.29 million in 2022. According to a report in 2015, 30.6% of Jordan's population is non-Jordanian, which is due to the fact that the country has been hosting Palestinian refugees since 1948 and a large number of refugees from other neighboring countries such as Iraq and Syria.

Since the 1990s, the Jordanian economy had achieved high growth averaging over 7% as a result of the macroeconomic and fiscal reforms implemented through the economic structural reform program (completed in July 2004) in coordination with the International Monetary Fund (IMF). However, economic growth has slowed down due to the global financial crisis in 2008 and the acceptance of refugees resulting from the Syrian crisis in 2011. In addition, the country faces structural problems such as income disparity between urban and rural areas, high poverty and unemployment rates, and a chronic fiscal gap. Thus, Jordan remains vulnerable to trends in foreign financial assistance, the regional security situation, and short-term capital inflows from abroad.

The Syrian crisis occurred in 2011 brought a massive influx of refugees into Jordan, causing financial strain on the Government of Jordan and shortages in social and public services such as healthcare and education. Furthermore, since 2013, security issues have become more pronounced, including an increase in the number of terrorist incidents. It raised concerns that terrorists and drug traffickers would be mixed in with the refugees crossing the border.

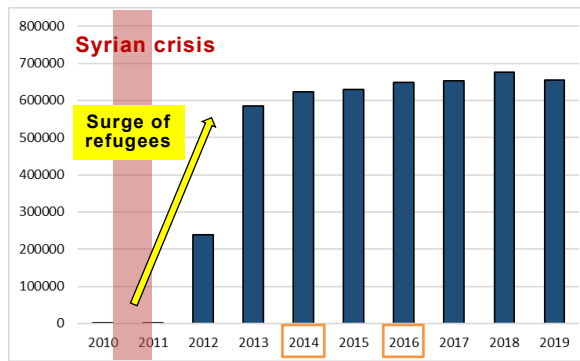


Figure 2-1 Number of Syrian Refugees Flowing into Jordan

(Source: UNHCR)

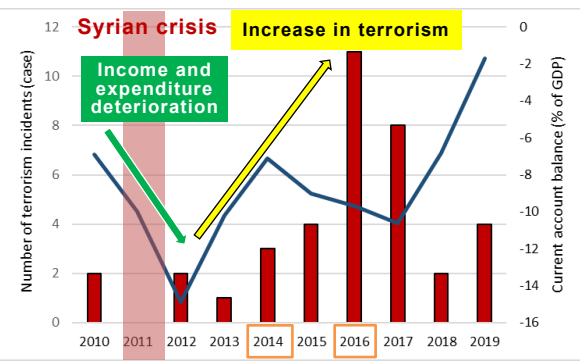


Figure 2-2 Number of Terrorist Incidents and Current Account Balance

(Source: IMF and University of Maryland)

2. Outline of the Target Projects

(1) 2014 Non-Project Grant Aid for Provision of Japanese Local Products

Following the Syrian crisis since 2011, Jordan has hosted approximately 623,000 Syrian refugees as of 2014², resulting increased financial burden on the government and exacerbated shortage of social public services in host communities. Under these circumstances, 2014 Non-Project Grant Aid for Provision of Japanese Local Products was implemented to improve services in the healthcare sector as **Table 2-1**.

Table 2-1 Project Overview Sheet

(2014 Non-Project Grant Aid for Provision of Japanese Local Products)

Country/Project name	Japan's Non-Project Grant Aid for Provision of Japanese Local Products for the Hashemite Kingdom of Jordan (FY2014)
Area/Sector	Healthcare
Type of grant aid project	Non-Project Grant Aid
Date of receipt of the application	December 30, 2014
Date of Exchange of Notes (E/N)	March 11, 2015
Intergovernmental committee members of the partner country	MOPIC, MOH, PHH
Contract with the procurement	Name of agency: JICS Contract start date: May 3, 2015

Note 2: The figure represents only those eligible for UNHCR assistance.

agency	Contract end date: September 10, 2021
Background and necessity	<p>In Jordan, public services are under pressure due to the acceptance of a large number of Syrian refugees, and the government's financial burden is increasing. On the social front, the government hospitals and other medical facilities are experiencing aging and insufficient equipment, and Jordanian citizens are unable to receive timely and appropriate medical care. It is causing increasing dissatisfaction among Jordanians toward Syrian refugees.</p> <p>Stability in the region is of vital importance to Japan, which depends on the Middle East region for approximately 80% of its crude oil supply. Jordan, located at the strategic point in the Middle East region, has concluded a peace treaty with Israel, and has actively contributed to the stability of the region as a moderate faction. Once Jordan becomes unstable, it could affect Israeli-Palestinian relations and even the stability of the GCC countries³. Therefore, G8 and GCC countries have a very high interest in Jordan's stability. In this context, the deteriorating economic and financial situation and security situation caused by the massive influx of Syrian refugees has become a matter of great international concern. Therefore, it is necessary to continue to provide support to Jordan so that it can stabilize itself and play a constructive role in the regional stabilization.</p> <p>In addition, Japan and Jordan have been maintaining friendly relations, including the historical friendship between the imperial and royal families, and have active visits by key figures. Based on the "Japan-Jordan Partnership Program (JJPP)" signed in 2004, Japan has actively assisted the implementation of third country training programs in Jordan for neighboring countries, and Jordan is positioned as the base for Japan's assistance to the Middle East region. Continuous support is necessary to continue strengthening the current partnership based on the good bilateral relations.</p>
Purpose and project details	
Purpose and Project Summary: Through the provision of equipment produced in local regions including the	

Note 3: The six Gulf Cooperation Council (GCC) member countries: Saudi Arabia, the United Arab Emirates (UAE), Bahrain, Oman, Qatar, and Kuwait.

disaster areas of the Great East Japan Earthquake, the project aims to reduce the financial burden on the Government of Jordan, which has increased due to the acceptance of a large number of Syrian refugees, and to improve medical functions at governmental hospitals. In addition, the project aims to raise awareness of the Japanese local medical equipment and to create its continuous demand, thereby to contribute to revitalization of the local economy and reconstruction of the disaster areas.

This project is the embodiment of the expansion of humanitarian assistance to the Middle East announced by then Prime Minister Abe. It is also part of strengthening of diplomacy in the Middle East, the second pillar of the "3-Pillar Foreign Policy in Response to the Terrorist Incident Regarding the Murder of Japanese" announced by then Foreign Minister Kishida.

Summary of plans and results/expected results for the below items

	Plan/Detailed plan	Results/Expected results (timing)
1) Amount offered (input)	1 billion JPY	1 billion JPY (September 10, 2021)
2) Items/goods and equipment (output)	<p><Medical equipment for PHH></p> <ul style="list-style-type: none"> • Angiography system • Fluoroscopy machine • Defibrillator for emergency ambulance • Defibrillator with ECG monitor • Emergency trolley with defibrillator • Holter system monitor • EEG unit with camera • ICU bed • Bone densitometer • Orthopedic bed • Operating table • Color doppler ultrasound with elastography • ECHO cardiograph • Patient trolley • Patient monitor <p><Medical equipment for MOH></p> <ul style="list-style-type: none"> • Open MRI 	<p><Medical equipment for PHH></p> <ul style="list-style-type: none"> • Angiography system • Fluoroscopy machine • Defibrillator for emergency ambulance • Defibrillator with ECG monitor • Emergency trolley with defibrillator • Holter ECG record system • EEG unit with video camera • ICU bed (follow type) • ICU bed (fixed type) • Bone densitometer • Operating table for orthopedic surgery • Operating table for general surgery • Orthopedic manual bed • Orthopedic motorized bed <p><Medical equipment for MOH></p> <ul style="list-style-type: none"> • Open MRI

	<ul style="list-style-type: none"> • CT Scanner 	<ul style="list-style-type: none"> • CT Scanner
3) Purpose of use/Results achieved (output/outcome)	<ul style="list-style-type: none"> • Improvement of medical functions in governmental hospitals • Reduction of financial burden • Awareness raising on Japanese medical equipment <p>*No indicator was set.</p>	See Chapter 3 1.(2) Effectiveness of Results
4) Development effects as expected effects of grant aid and diplomatic significance/effects (outcome)	<ul style="list-style-type: none"> • Creation of continuous demand for Japanese medical equipment • Contribution to the revitalization of Japan's regional economies and reconstruction of disaster areas <p>*No indicator was set.</p>	See Chapter 3 1.(2) Effectiveness of Results
External conditions or points to be considered	None in particular.	

(2) 2016 Economic and Social Development Programme

After the serial bombings in Amman in November 2005⁴, the Government of Jordan has strengthened border security measures to prevent a recurrence. However, the year 2016, when the application for this project was submitted, recorded the highest number of terrorist incidents within Jordan and in the border regions over the past decade. Amidst growing concerns about the influx of terrorists such as ISIL⁵ following the influx of Syrian refugees, the 2016 Economic and Social Development Programme was implemented to strengthen the security measures as **Table 2-2**.

Note 4: More than 200 people were killed or injured in bombings which targeted three hotels in Amman.

Note 5: Abbreviation for "Islamic State of Iraq and the Levant," a militant organization active in the region centered on Iraq and Syria with the goal of establishing an Islamic state. Formerly known as "ISIS."

Table2-2 Project Overview Sheet
(2016 Economic and Social Development Programme)

Country/Project name	Japan's Grant Aid for the Economic and Social Development Programme for the Hashemite Kingdom of Jordan (FY2016)
Area/Sector	Conflict, Peace and Security
Type of grant aid project	Grant Aid for Economic and Social Development Programme
Date of receipt of the application	June 13, 2016
Date of Exchange of Notes (E/N)	October 27, 2016
Intergovernmental committee members of the partner country	MOPIC, Implementing agency / end user
Contract with the procurement agency	Name of agency: JICS Contract start date: December 28, 2016 Contract end date: June 25, 2021
Background and necessity	<p>Jordan is located at a strategic point in the Middle East region and has actively contributed to the stability of the region by concluding a peace treaty with Israel. Therefore, instability of Jordan could affect Israeli-Palestinian relations, the GCC countries, and ultimately the entire region. Against this backdrop, in addition to the structural problems such as massive public debt, the Jordanian economy is facing increasing financial burdens due to the provision of public services to Syrian refugees. For Japan, which depends on the Middle East region for approximately 80% of its crude oil supply, the stability of the region is of vital importance, and the deterioration of Jordan's economic and financial situation and security situation due to the influx of Syrian refugees is a matter of great international concern. It is highly significant to provide support to Jordan so that it can maintain its own stability and continue to play a constructive role in the regional stabilization.</p> <p>Jordan considers border checkpoints as important facilities for the security measures since the country is surrounded by unstable countries and regions. After the suicide bombing in Amman in 2005, Jordan's relevant agencies have strengthened the security measures to prevent a recurrence. However, there</p>

	were several attempted and actual terrorist attacks in FY2016. In addition, there are fears on the influx of ISIL affiliates in conjunction with the influx of Syrian refugees, as the Syrian crisis has continued for more than five years. Therefore, there is an urgent need to strengthen the security system in Jordan, which is the only stable country in the destabilizing Middle East, in order to maintain security and to achieve peace in the region.	
Purpose and project details		
Purpose and Project Summary		
<p>By providing Jordan with security equipment manufactured in Japan, the project aims to improve Jordan's capacity in the field of security measures, thereby to contribute to the country's socio-economic development and helps the overseas expansion of Japanese companies through support for the stabilization of Jordan.</p> <p>Japan has expressed the comprehensive support for the stabilization of the Middle East region on the occasion of the G7 Ise-Shima Summit in May 2016. This project is part of the effort to build a "tolerant and stable society" in the Middle East.</p>		
Summary of plans and results/expected results for the below items		
	Plan/Detailed plan	Result/Expected result (timing)
1) Amount offered (input)	1 billion JPY	1 billion JPY (June 25, 2021)
2) Items/Goods and equipment (output)	Security equipment	Security equipment
3) Purpose of use/Results achieved (output / outcome)	<ul style="list-style-type: none">Capacity building in the security sector *No indicator was set.	See Chapter 3, 2.(2) Effectiveness of Results
4) Development effects as expected effects of grant aid and diplomatic significance/effects (outcome)	<ul style="list-style-type: none">Socio-economic development in JordanSupport for overseas expansion of Japanese companies *No indicator was set.	See Chapter 3, 2.(2) Effectiveness of Results
External conditions or points to be considered	None in particular.	

Chapter 3 Evaluation Results

Each target project in this evaluation is evaluated separately.

1. 2014 Non-Project Grant Aid for Provision of Japanese Local Products

(1) Relevance of Plans

The "Relevance of Plans" verifies details of the purpose, contents (amount, item, utilization plan, development and diplomatic effects), implementation structure and workflow planned in this project. The evaluation of the "Relevance of Plans" includes the "planning" stage from the application to the E/N signing, and the subsequent "detailed planning" stage until the determination of procurement items with the intention of responding to local needs in a flexible manner through intergovernmental committees between the two governments⁶.

**Table 3-1 Summary of Evaluation Results of the "Relevance of Plans"
(2014 Non-Project Grant Aid for Provision of Japanese Local Products)**

Relevance of Plans: Satisfactory	
Links with the purpose: Highly Satisfactory	
Evaluation Question	(i) Links with the Jordan's development needs and policies (ii) Links with the Government of Japan's diplomatic and development cooperation policies
Main Rationale	<p>This project was implemented after sorting out the financial issues and lack of public services in Jordan due to the large influx of refugees following the Syrian crisis. It was consistent with the needs in the healthcare sector indicated in the Government of Jordan's development plan and Syrian refugee response plans. It was also consistent with Japan's diplomatic policies toward the Middle East region and assistance policy for Jordan. This project was designed to have synergy effects with JICA, which is providing assistance in the healthcare sector, through demarcation of the targets.</p> <p>The utilization of the scheme of the Non-Project Grant Aid for Provision of Japanese Local Products was appropriate from the viewpoint of quick response to the pressure on fiscal and public services in Jordan and contribution to the revitalization of the local economy as well as reconstruction of the disaster areas of the Great East Japan Earthquake.</p>
Consistency of the planned project details: Highly Satisfactory	
Evaluation	(i) Consistency with the Government of Jordan's development plans

Note 6: Intergovernmental committees are held as a forum for close consultation between the Government of Japan and the government of partner country and play an important role in keeping relevant agencies in close contact.

Question	<p>and activities in the healthcare sector</p> <p>(ii) Consistency with Japan's diplomatic and development cooperation plans and activities for Jordan in the healthcare sector</p>
Main Rationale	<p>At the time of request and planning of this project, there was an urgent need for medical equipment in public medical institutions to meet the rapidly increasing medical needs following the influx of Syrian refugees. This project was implemented in line with the development objectives and plans for the healthcare sector formulated by MOH and other government organizations based on the specific needs of the healthcare sector.</p> <p>The financial support to the Government of Jordan in this urgent situation is also consistent with Japan's diplomatic and development cooperation plans and activities in terms of ensuring stability in Jordan, a country which plays an important role in Japan's diplomacy in the Middle East.</p>
Appropriateness of the planned implementation structure: Satisfactory	
Evaluation Question	<p>(i) Consistency with the standard implementation structure and workflow that the Government of Japan expects for Non-Project Grant Aid</p> <p>(ii) Appropriateness in light of the implementation structures, capabilities, etc. of government agencies of Jordan in the healthcare sector</p>
Main Rationale	<p>This project was implemented in accordance with the standard implementation structure of the Economic and Social Development Programme (formerly Non-Project Grant Aid) on both Japanese and Jordanian sides. No problems were observed in the implementation capabilities of MOPIC as the responsible agency, MOH as the implementing agency, PHH and the three hospitals under MOH as the end-users.</p> <p>In addition, during the planning and detailed planning stages, the works were carried out without delay in accordance with the standard workflow of the Government of Japan for procurement agency style projects.</p>
Appropriateness of planning processes: Partially Satisfactory	
Evaluation Question	<p>(i) Appropriateness compared to the standard workflow of the Government of Japan</p> <p>(ii) Factors and areas for improvement to ensure the "Relevance of Plans"</p>
Main Rationale	<p>During the planning stage of this project, the works were executed without delay in accordance with the standard workflow of the</p>

	Government of Japan. On the other hand, although the two governments agreed on the change of contents of the grant in the period between the application and the E/N signing, the details of discussions were not recorded, and specific details of the change could not be confirmed based on objective evidence. From the viewpoint of ODA management based on the PDCA cycle, there is room for improvement in record keeping on both Japanese and Jordanian sides.
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i. Links with the Purpose

The purpose of this project was to reduce the financial burden and improve public services of the Government of Jordan, which is under pressure due to the Syrian crisis, and to contribute to revitalization of the local economy in Japan and the reconstruction of the areas affected by the Great East Japan Earthquake by raising awareness of Japanese local equipment. Below is a summary of the Government of Jordan's development policies and needs, the impact of the Syrian crisis and its response plans, Japan's diplomatic policies toward the Middle East and the development cooperation policies for Jordan, followed by an evaluation of the "Links with the purpose" of this project.

(i) Links with the Jordan's Development Needs and Policies

i) Positioning of the Healthcare Sector in the Government of Jordan's Development Plan

In the "National Agenda 2006-2015," which outlined the nation's 10-year development objectives, the Government of Jordan identified "basic rights and freedoms" including access to healthcare as one of the development dimensions, noting the concentration of healthcare services in urban areas and regional disparities in access to healthcare. It also identified social welfare as one of the main themes for achieving the national objectives and articulated six plans including improvement of operational efficiency and quality in the public healthcare services and improvement of emergency medical services. The development objectives in the healthcare sector set forth in the agenda were also reflected in the "Jordan 2025 - National Vision and Strategy," which was formulated in 2014.

The implementation of this project to contribute to the improvement of public healthcare was consistent with the Government of Jordan's development policies, as the healthcare sector is positioned as one of the priority areas in the government's development plan.

ii) Economic and Social Impact of the Syrian Crisis

The Syrian crisis that erupted in March 2011 brought a massive influx of refugees into Jordan, putting financial pressure on the country. The United Nations High Commissioner for Refugees (hereinafter referred to as “UNHCR”) reports that by 2014, the number of Syrian refugees displaced in Jordan and recognized by UNHCR totaled approximately 623,000, and 84% of them are living as urban refugees in host communities outside of refugee camps. The number of acceptances of Syrian refugees is particularly high in Mafrq, Irbid, Zarqa, and other governorates near the border

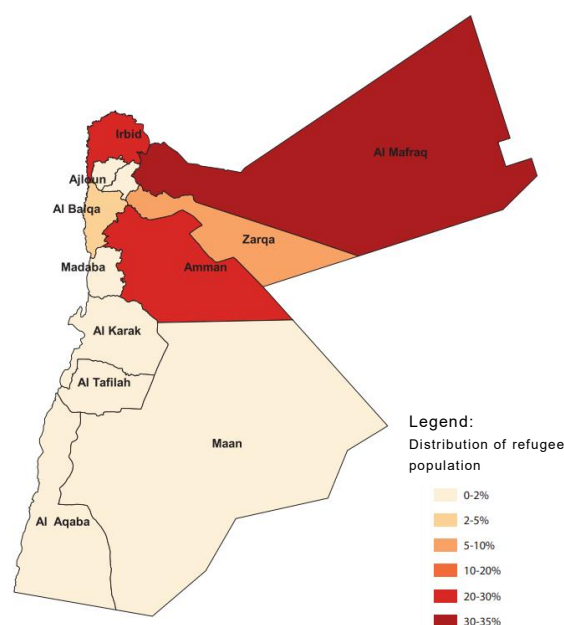


Figure 3-1 Distribution of Refugees by Governorate

(Source: MOPIC (2014))

with Syria, resulting in inadequate provision of social services such as healthcare and education. The Government of Jordan is responding to the additional demand for services such as education, healthcare, water supply and waste management by reallocating government budgets.

In summary, the implementation of this project which involved the provision of medical equipment to improve the social and public services for both refugees and host communities was an appropriate response to Jordan's development needs.

iii) Response Plan for Syrian Refugees

In 2012, UNHCR formulated the “Refugee Response Plan (RRP)” for four countries which had been accepting a particularly large number of Syrian refugees: Jordan, Lebanon, Turkey, and Iraq. Although the Government of Jordan has been protecting refugees by keeping the border open to refugees and following the principle of prohibition of repatriation of refugees (non-refoulement), the sharp increase in the number of refugees after the opening of the Za’atari refugee camp in 2012 has resulted in a rapid pressure on the resources of host communities. Since approximately 75% of refugees residing in Jordan are women and children, the RRP focuses on meeting the healthcare and education services that primarily target those groups.

MOPIC, which plays a key role in the Syrian refugee response in the Government of Jordan, chairs the “Jordan Response Platform for the Syria Crisis (JRPSC),” which is composed of governments, international organizations, NGOs and donors for the formulation of a comprehensive response plan. In 2014, a three-year response program called the “National Resilience Plan (NRP)” was formulated to address the impact of the Syrian crisis on the host communities and the Jordanian economy, focusing on the capital city of Amman and the northern regions of Irbid, Mafraq, and Zarqa, which accepts a particularly high number of Syrian refugees. The plan showed the development objectives and implementation plans in priority areas including education, healthcare, energy, and water sanitation.

As Jordan's response plans for Syrian refugees identified the healthcare sector as one of the priority areas and indicated high needs for improvement of medical services, this project to provide medical equipment was in line with the Jordan's needs and plans.

(ii) Links with the Government of Japan's Diplomatic and Development Cooperation Policies

i) Japan's Diplomatic Policy toward the Middle East

Ensuring peace and stability in the Middle East region is important for global stability, and Japan has been actively providing support to the region from the perspective of energy security. In April 2013, then Prime Minister Abe visited Middle Eastern countries. In his speech on policies on the Middle East in Saudi Arabia, he declared a fundamental strengthening of relations between Japan and the Middle East region toward a "Comprehensive Partnership towards Stability and Prosperity." The outcomes of the partnership include the "expansion and deepening of economic relations (coexistence and co-prosperity)" including the promotion of cooperation utilizing Japan's highest standard of medical equipment and technology.

In July 2013, then Foreign Minister Kishida visited Israel, Palestine and Jordan for a four-party ministerial-level meeting with the aim of advancing the Japan-led "Corridors for Peace and Prosperity" concept. Japan supports the "two-state solution" that Israel and a future independent Palestinian state coexist peacefully and securely. For this purpose, it is essential to promote confidence-building between the relevant parties and to establish a healthy Palestinian state with sustainable economic development by cooperating with neighboring countries such as Israel and Jordan. The "Corridors for Peace and Prosperity"

concept is a Japan's original mid- to long-term initiative proposed in 2006, which promotes the economic independence of Palestine through socio-economic development of the Jordan Valley based on the regional cooperation among Japan, Palestine, Israel and Jordan.

Therefore, support for Jordan, the country actively promoting peace in the Middle East based on its own stability, was consistent with the Government of Japan's diplomatic policy toward the Middle East region.

ii) Japan's Development Cooperation Policies toward Jordan

The "Country Assistance Policy for the Hashemite Kingdom of Jordan (June 2012)", which outlined the Government of Japan's assistance policies, stated "enhancement of region stability and development of industrial infrastructure for economic growth" as the Basic Policy of Assistance and identified three Priority Areas: "(1) support for self-reliant and sustainable economic growth," "(2) reduction of poverty and minimizing social disparities," and "(3) interregional exchanges for peace creation." This project was positioned under "(2) reduction of poverty and minimizing social disparities," which includes assistance in the area of public welfare such as education and healthcare for the socially vulnerable.

This project to address the country's pressing need in the healthcare sector that has been exacerbated by the influx of Syrian refugees was consistent with the Government of Japan's development cooperation policies toward Jordan.

iii) The Appropriateness of Utilizing Non-Project Grant Aid

"Mobility" is a significant difference between the Economic and Social Development Programme (formerly Non-Project Grant Aid) implemented by MOFA and the general grant aid implemented by JICA. The key point of the former is how quickly the goods and equipment requested by the partner country can be procured, and how flexibly it can respond to changes in circumstances, including the utilization of the remaining balance, by ensuring transparency and fairness.

At the time of implementation of this project, JICA was providing assistance to the healthcare sector in Jordan mainly for primary healthcare based on detailed studies, including the "Project for Improvement of Services at Village Health Centers in Rural Host Communities of Syrian Refugees" and other village-level Technical Cooperation Projects. On the other hand, this project was

to provide medical equipment to governmental hospitals ⁷ that provides secondary and tertiary healthcare services. It can be said that synergy effects were achieved by the segregation of schemes according to the nature of the targets and needs.

It was appropriate that this project was implemented as a Non-Project Grant Aid due to the needs for a prompt response to the deteriorating finances of the Government of Jordan and the strain on the social and public services caused by the rapid influx of Syrian refugees.

iv) Promotion of Japanese Local Products

At the time of implementation of this project, there were several sub-schemes such as Non-Project Grant Aid for Provision of Japanese Local Products, Non-Project Grant Aid for SME's Products, and Non-Project Grant Aid for Provision of Japanese Medical Equipment. Flexible measures were taken, for example, with the aim of promoting the national interests of both Japan and partner countries.

This project aims to reduce financial burden on the Government of Jordan, which has increased as a result of accepting a large number of Syrian refugees, through provision of medical equipment manufactured in Japanese local regions. At the same time, it aims to contribute to the revitalization of the Japanese local economy and the reconstruction of disaster areas of the Great East Japan Earthquake by raising awareness of Japanese local equipment and creating its continuous demand.

In 2014, three years after the earthquake, while there were signs of revival in industries in the disaster areas, it was also the time when business challenges became pronounced related to securing and developing sales channels, especially for small and medium enterprises. The Government of Japan proactively concluded Economic Partnership Agreements (EPA) and Free Trade Agreements (FTA) with the aim of strengthening the foundation of the Japanese economy by capturing the vitality of overseas growth markets. It also established "Japanese Company Support Offices" at all Japan's overseas establishments and has actively been responding to consultation and support requests from Japanese companies to promote their overseas expansion in cooperation with

Note 7: MOH provides primary to tertiary healthcare services with 4,610 beds in 31 hospitals for secondary and tertiary care. Other secondary and tertiary care institutions include Royal Medical Services (RMS), Jordan University Hospital, King Abdullah University Hospital, and other private hospitals.

the public and private sectors.

The implementation of this project as a Non-Project Grant Aid for Provision of Japanese Local Products that provides equipment manufactured in local areas including the disaster areas was appropriate, as it reflected the situation at the time in terms of revitalization of the Japanese local economy, reconstruction of the disaster areas, and overseas expansion of Japanese companies.

ii. Consistency of the Planned Project Details

In this project, the medical equipment to be procured for PHH and the three hospitals under MOH were decided at the first and second intergovernmental committees as listed in **Table 3-2**. Following is an evaluation of the "Consistency of the planned project details" of this project, based on a summary of the Government of Jordan's plans and activities in the healthcare sector and the Government of Japan's diplomatic and development cooperation policies toward Jordan.

**Table 3-2 List of Planned Procurement Equipment
(2014 Non-Project Grant Aid for Provision of Japanese Local Products)**

Item	Quantity	Delivery Site	Amount
Angiography system	1 unit	PHH	¥481,750,000
Fluoroscopy machine	1 unit		
Defibrillator for emergency ambulance	1 set		
Defibrillator with ECG monitor	2 sets		
Emergency trolley with defibrillator	5 sets		
Holter system Monitor	1 set		
ECG unit with camera	1 unit		
ICU bed	15 units		
Bone densitometer	1 set		
Orthopedic bed	15 units		
Operating table	3 sets		
Color doppler ultrasound with elastography	1 set		
ECHO cardiograph	1 set		
Patient trolley	25 sets		
Patient monitor	20 sets		

Open MRI (0.4T)	1 unit	Ma'an Government Hospital	¥481,750,000
	1 unit	Jerash Government Hospital	
CT scanner (128 slices)	1 unit	Princess Basma Hospital	
Total			¥963,500,000

(Source: Minutes of Discussions on the First and Second Consultative Committee of the 2014 Non-Project Grant Aid for Provision of Japanese Local Products)

(i) Consistency with the Government of Jordan's Development Plans and Activities in the Healthcare Sector

MOH is a ministry responsible for planning and activities in the healthcare sector in Jordan. As of 2014, approximately 88% of the population in Jordan had some form of health insurance, of which 42% were covered by the MOH's national health insurance. Since 2012, Syrian refugees with valid UNHCR registration cards and service cards issued by the Ministry of Interior (hereinafter referred to as "MOI") are also guaranteed free access to primary, secondary and some tertiary healthcare services at public health centers and governmental hospitals.⁸

With the influx of Syrian refugees putting a strain on social and public services including healthcare, especially in the northern regions, MOH reported the analysis results on the impact on Jordan's healthcare sector in the "Hashemite Kingdom of Jordan Syrian Crisis Health Needs Assessment." The report showed that a sharp increase in demand for healthcare has made it difficult to provide high-quality medical services, especially for Syrian refugees living outside the camps. It also identified the lack of medical equipment including sterilization equipment, examination material, laboratory equipment, and ultrasounds, as one of the challenges in the public healthcare. In addition, in the "Ministry of Health Strategic Plan 2013-2017" formulated in 2013, MOH noted the particularly limited budget allocation to secondary and tertiary medical care, and formulated plans to improve the healthcare infrastructure, including "raising the percentage of replacement for old medical devices" and "95% of

Note 8: After entering Jordan, refugees are required to register to UNHCR and MOI. Then, they can receive public services with the ID card issued by MOI. However, the location of service is limited to the area where they registered with MOI, and if they change their area of residence, they become unable to receive free public services including healthcare unless they re-register. In addition, refugees who have left refugee camps are required to apply for another registration to receive various UNHCR services, but they need re-register after the six-month validity period.

completion of maintenance for the medical equipment owned by the hospitals and health centers in the ministry.”

In addition, the NRP formulated at the initiative of MOPIC defined the situation at that time, issues, needs, objectives and their indicators in priority areas including the healthcare sector. In the NRP, the analysis of the situation in the healthcare sector pointed to a lack of medical equipment and insufficient access to the necessary equipment for gynecology, surgery, orthopedic surgery, internal medicine, radiology, and medical laboratories, particularly in the northern regions. The plan included objectives to address the rapidly increasing medical needs, including "urgent financial support to MOH budget provided to fill in financial gap" and "provision of critical equipment such as ambulances and vehicles which are needed in MOH's hospitals and health centers."

The Government of Jordan's plans for the healthcare sector in the wake of the influx of Syrian refugees indicated high needs to address the shortage of medical equipment, and this project was consistent with the needs and plans.

(ii) Consistency with Japan's Diplomatic and Development Cooperation Plans and Activities for Jordan in the Healthcare Sector

Jordan has actively contributed to the stability of the Middle East as a moderate faction, despite its location in an unstable region rife with conflict. Instability in Jordan could affect the stability of the neighboring regions including Israel, Palestine and the GCC countries. Jordan is extremely important to Japan, which imports more than 80% of its crude oil from the Middle East region. Since the establishment of diplomatic relation with Jordan in 1954, Japan has maintained friendly relations with Jordan, including the historical friendship between the royal and imperial families. Under this relationship, economic cooperation with Jordan began with ODA loans in 1974, followed by grant aid in 1979. Dispatch of Japan Overseas Cooperation Volunteers (JOCV) started in 1985 with the signing of a technical cooperation agreement. Under the “Japan-Jordan Partnership Programme” signed in 2004, Japan has been providing the Third Country Training Program (TCTP) in Jordan to the neighboring countries, and Jordan is positioned as the base for Japan's assistance to the Middle East region. As one of the major donors, Japan's assistance including support for Syrian refugees has been highly appreciated by the Government of Jordan and has greatly contributed to keep and develop good bilateral cooperation. In July 2013, when then Foreign Minister Kishida visited Jordan, he highly appreciated Jordan's contribution to peace and stability in the Middle East region and

expressed his intention to continue to actively support for the financial burden caused by the acceptance of Syrian refugees.

This project which was implemented as a financial assistance to Jordan, a country which contributes to peace and stability in the diplomatically important region, to address its most urgent issues, was consistent with Japan's diplomatic and development cooperation policies toward Jordan.

iii. Appropriateness of the Planned Implementation Structure

This project was implemented under the following implementation structure:

- Responsible agency : MOPIC
- Implementing agency : MOH
- End-users : PHH and three hospitals under MOH
- Donor (Government of Japan) : Embassy of Japan in Jordan representative

Below is an evaluation of the "Appropriateness of the planned implementation structure" for this project based on a summary of the standard implementation structure and workflow expected by the Government of Japan as well as the implementation management structure and capabilities of the Government of Jordan.

(i) Consistency with the Standard Implementation Structure and Workflow that the Government of Japan Expects for Non-Project Grant Aid

As for the implementation structure of this project on the Japanese side, the Country Assistance Planning Division III, International Cooperation Bureau, MOFA, served as the lead division in the planning and implementation. The Embassy of Japan in Jordan played an important role in negotiations with the Government of Jordan, confirmation and review of the request, information gathering, implementation support, and monitoring. On the Jordanian side, MOPIC was the responsible agency for the implementation of this grant aid, including preparation and submission of the application to the Government of Japan and the E/N signing. MOH, the implementing agency, was responsible for the selection of equipment, determination of the delivery sites, and implementation and supervision of the project. In addition, JICS, as the procurement agency, performed a series of procurement works based on the procurement agency contract with the Government of Jordan.

The standard implementation structure and process of the Economic and

Social Development Programme (formerly Non-Project Grant Aid) is shown in **Figure 3-2**. There were no deficiencies in the implementation structure for this project.

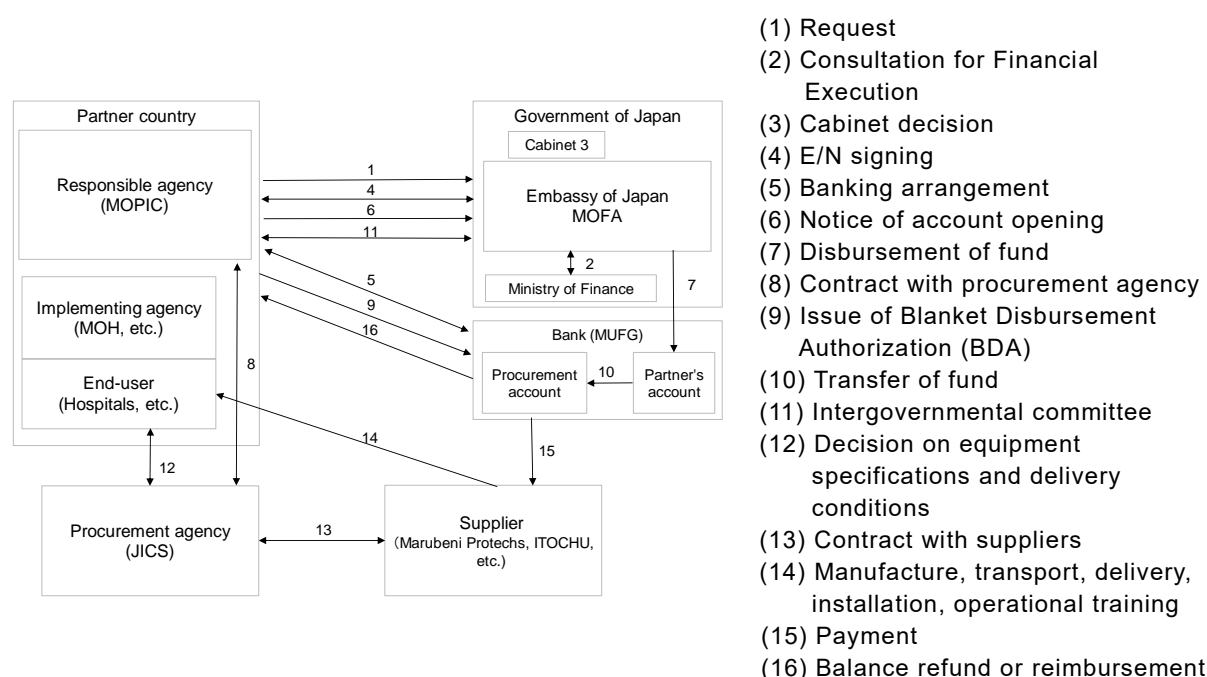


Figure 3-2 Standard Implementation Structure and Process of the Economic and Social Development Programme (formerly Non-Project Grant Aid)

(Source: Created by the Evaluation Team)

The standard workflow for the procurement agency style projects and the workflow in the planning and detailed planning stages of this project are shown in **Table 3-3**.

Table 3-3 Workflow for the Planning Stage (2014 Non-Project Grant Aid for Provision of Japanese Local Products)

Standard workflow for procurement agency style projects			Workflow of this project
Planning	1	Request from the partner country's government	December 30, 2014
	2	Examination of the contents of request at a Japan's overseas establishment	December 30, 2014
	3	Review by MOFA, Preparation of a cooperation plan	January 30, 2015
	4	Consultation with the financial authorities	February 4, 2015
	5	Request for cabinet decision on the E/N (draft)	March 10, 2015
	6	Cabinet decision	March 10, 2015

	7	E/N signing ⁹	March 11, 2015
Detailed planning	8	Opening of a bank account under the name of the partner country's government Lump sum payment of grant by the Government of Japan	March 11, 2015 March 25, 2015
	9	Contract with a procurement agency (within three months from the E/N signing)	May 3, 2015
	10	First intergovernmental committee (Selection of actual procurement items of Package 1)	August 10, 2015
	11	Payment from the partner country's bank account to the bank account for procurement	June 9, 2015

(Source: Created by the Evaluation Team based on the survey results)

During the planning and detailed planning stages of this project, the work was properly executed in accordance with the standard implementation structure and workflow expected by the Government of Japan.

(ii) Appropriateness in light of the implementation structures, capabilities, etc. of government agencies of Jordan in the healthcare sector

Since MOPIC is the ministry responsible for coordinating assistance from various donors and it has many years of experience as the contact point in Japanese ODA projects, it is able to closely hold discussions and coordination between the Embassy of Japan in Jordan. On the other hand, the domestic healthcare sector is under the jurisdiction of MOH. As a public healthcare service provider, MOH is responsible for handling the situation at the field level, including hospitals under its umbrella. PHH, the main end-user of this project, is the second largest governmental hospital in Jordan after Al-Bashir Hospital, which accepts a large number of patients not only from Amman city but also from other governorates. In addition, the other three hospitals are also all governmental hospitals under the umbrella of MOH.

MOH has a maintenance department and receives technical assistance from the Royal Scientific Society (hereinafter referred to as "RSS") in the maintenance of medical equipment. Prior to the implementation of this project, the maintenance of medical equipment owned by MOH had been conducted based on the maintenance contracts between RSS and local agents. Therefore, no

Note 9: At the time of the E/N signing, a rough agreement is reached on the items such as "equipment related to/in the sector of XX." After the E/N signing, the specifications and manufacturers of the actual procured equipment are determined based on discussions between both governments at the intergovernmental committee and field surveys by the procurement agency.

problem has been expected with the implementation structure for the provision of equipment under this project. The daily maintenance of equipment at public medical facilities under MOH is the responsibility of each medical facility, not of a specific department in MOH.

It was appropriate for MOPIC, the responsible agency, to be in charge of coordinating the entire project including intergovernmental committees, and for MOH, the implementing agency, to be in charge of specialized work in the healthcare sector including equipment selection and monitoring, while PHH and three hospitals under MOH were selected as the end-users.

iv. Appropriateness of Planning Processes

Below is an evaluation of the "Appropriateness of planning processes" for this project based on a comparison with the standard workflow of the Government of Japan in the planning and detailed planning stages, followed by a summary of the factors and areas for improvement to ensure the "Relevance of Plans."

(i) Appropriateness compared to the standard workflow of the Government of Japan

The planning and detailed planning for this project were conducted in accordance with the Government of Japan's standard workflow for procurement agency style projects as shown in **Table 3-3**.

As of December 2014, MOPIC requested equipment related to water supply, electricity supply, and security measures. However, as a result of discussions between MOPIC and the Embassy of Japan in Jordan before the E/N signing in March 2015, it was agreed to change the request to provision of medical equipment. The main reason for the change was that the rapid increase in the number of Syrian refugees had led to a shortage of medical services in Jordan, and a clear priority for the healthcare sector was confirmed compared to the needs in other sectors. Discussions between the two governments prior to the E/N signing were not recorded as an official document, and the history of changes in the equipment request during the period from the application to the E/N signing has not been confirmed. However, the first intergovernmental committee was held three months after the conclusion of the contract with the procurement agency, and the procured items in Package 1 (angiography system, fluoroscopy machine, defibrillator, Holter ECG, etc.) were decided. Therefore, no delays were observed in the detailed planning stage due to the changes in the

request.

Medical equipment was also to be procured to hospitals under MOH in another Non-Project Grant Aid for Provision of Japanese Medical Equipment in the same fiscal year. In order to avoid duplication of items, in this project, the first intergovernmental committee decided on the equipment list (Package 1) for PHH in advance, and after the items procured under the Non-Project Grant Aid for Provision of Japanese Medical Equipment were finalized, the second intergovernmental committee decided on the equipment list (Package 2) for the three hospitals under MOH.

This project was planned in accordance with the Government of Japan's standard workflow for procurement agency style projects, and appropriate and flexible measures were taken to coordinate with another project within the scope of the workflow.

v. Factors and Areas for Improvement to Ensure the “Relevance of Plans”

(i) Factors that Ensured the “Relevance of Plans”

While the large influx of Syrian refugees had a clear impact on the healthcare sector such as pressure on public healthcare services, it was possible to identify the needs more smoothly than in the other sectors. In addition, the healthcare sector was one of the priority areas in Jordan's national strategies and development plans, and MOPIC confirmed the high priority given to the sector. Furthermore, the Non-Project Grant Aid for Provision of Japanese Medical Equipment implemented in the same fiscal year was highly relevant to this project as support for the same sector, which is considered to have contributed to ensuring consistency of the project, appropriateness of the implementation structure, and appropriateness of the planning processes.

(ii) Areas for Improvements to Ensure the “Relevance of Plans”

In this project, the Government of Jordan requested equipment for water supply, electricity supply, and security measures as of December 2014. Subsequently, within the two and a half months before the E/N signing in March 2015, both parties agreed to change the request to provision of medical equipment after discussions between the governments. However, the discussions prior to the E/N signing were not recorded as an official document, and the specific circumstances of the change could not be confirmed in writing documents. While the social situation in Jordan has drastically changed due to the rapid increase in the number of Syrian refugees, and various needs have

arisen in the healthcare and the other sectors at the same time, it was advisable to keep records of the history of change in the target sector from the initial request. It is also a necessary process for the third-party evaluation on the "Relevance of Plans" based on objective evidence in order to achieve the purpose of ODA evaluation to improve the management of ODA based on the PDCA cycle.

(2) Effectiveness of Results

In the evaluation of the "Effectiveness of Results," actual and expected inputs, outputs, and outcomes, compared with the plan, and the relationship between inputs and outputs (efficiency) of the project are reviewed.

Table 3-4 Summary of Evaluation Results of "Effectiveness of Results" (2014 Non-Project Grant Aid for Provision of Japanese Local Products)

Effectiveness of Results: Satisfactory	
Level of achievement and efficiency of the project: Partially Satisfactory	
Evaluation Question	(i) Level of achievement of fund provision (input) (ii) Level of achievement and efficiency of goods and equipment provision (output) (iii) Status of use of goods and equipment (output) (iv) Development effects through the provision and use of goods and equipment (outcome) (v) Diplomatic effects through the provision and use of goods and equipment(outcome)
Main Rationale	<p>The fund was provided as planned in terms of both amount and timing (input), and there were no problems with the components and timing of the equipment procurement (output). In addition, the procured equipment has been properly maintained and is in use to date without any problems (output).</p> <p>Furthermore, voluntary trainings about the use of equipment were conducted in collaboration with the end-users and local agents, which improved the capacity of treating patients in governmental hospitals that primarily accept low- and middle-income groups and refugees (outcome).</p> <p>On the other hand, a handover ceremony was not held for this project, and no local press coverage was made during the implementation stage. Since this project was under the scheme of the Non-Project Grant Aid for Provision of Japanese Local Products, one</p>

	of the objectives of which was to contribute to revitalization of the regional economy and reconstruction of the areas affected by the Great East Japan Earthquake, some issues were found in terms of promotion of Japanese equipment
Appropriateness of implementation and monitoring processes: Highly Satisfactory	
Evaluation Question	(i) Appropriateness compared to the standard workflow of the Government of Japan (ii) Factors and areas for improvement to ensure the “Effectiveness of Results”
Main Rationale	This project was implemented along the standard workflow of the Government of Japan at the implementation and monitoring stages. Bidding-related work by the procuring agency proceeded without delay, and all equipment including precision equipment was smoothly delivered. In addition, there was coordination to avoid duplication of procured items with the Non-Project Grant Aid for Provision of Japanese Medical Equipment implemented in the same fiscal year, and flexible processes were adopted in this project for effective support.

i. Level of Achievement and Efficiency of the Project

The provision of equipment in this project was carried out in accordance with the plan shown in **Table 3-2**. Below is a summary of the inputs, outputs, and outcomes of this project, followed by an evaluation of the “Level of achievement and efficiency of the project.”

(i) Level of Achievement of Fund Provision (Input)

In this project, the fund was paid from the Government of Japan to the bank account under the name of the Government of Jordan on March 25, 2015, two weeks after the E/N signing, and it was transferred to the bank account for procurement on June 9, 2015. The usage of the fund is shown in **Table 3-5**. The total amount was 1 billion JPY.

**Table 3-5 Breakdown of the Usage of Fund
(2014 Non-Project Grant Aid for Provision of Japanese Local Products)**

Item	Amount (JPY)
JICS Commission Fee	36,500,000
Consultancy Services	0
Products	938,396,590

●Marubeni Protechs Corporation	587,038,890
●ITOCHU Corporation	351,357,700
Reinvestment ¹⁰	25,100,910
Bank Charge	2,500
Total	1,000,000,000

(Source: Final Report on the 2014 Non-Project Grant Aid for Provision of Japanese Local Products)

The fund provision was implemented as planned in terms of both amount and timing.

(ii) Level of Achievement and Efficiency of Goods and Equipment Provision (Output)

Table 3-6 lists the procured equipment, delivery sites, and dates of delivery in this project.

**Table 3-6 List of Procured Equipment
(2014 Non-Project Grant Aid for Provision of Japanese Local Products)**

Contractor	Lot	Item	Quantity	Date of Delivery	Delivery Site
Package 1					
Marubeni Protechs Corporation	1	Angiography system	1 unit	October 29, 2016 December 3, 2016	PHH
	2	Fluoroscopy machine	1 unit	October 29, 2016	
	3	Defibrillator for emergency ambulance	1 set	September 25, 2016	
	3	Defibrillator with ECG monitor	2 sets	September 25, 2016	
	3	Emergency trolley with defibrillator	5 sets	September 25, 2016	
	3	Holter ECG record system	1 set	September 28, 2016	
	3	EEG unit with video camera	1 unit	September 25, 2016	
	3	ICU bed (follow type)	8 units	September 25, 2016	
	3	ICU bed (fixed type)	7 units	September 25, 2016	
	3	Bone densitometer	1 set	September 28, 2016	
	4	Operating table for orthopedic surgery	15 sets	September 28, 2016 November 23, 2017	

Note 10: Under the Economic and Social Development Programme (formerly Non-Project Grant Aid), if the residual amount is less than 3% of the total amount of the grant and interest, the amount can be applied to the expenditures (the cost of goods or services procured by the partner government (mainly the end-user) from countries other than the partner country after the E/N signing) of the partner country's government. This is called "reimbursement."

	4	Operating table for general surgery	3 sets	September 28, 2016	
Package 2					
ITOCHU Corporation	1	MRI (open type)	1 unit	May 8, 2018	Jerash Government Hospital
	1	MRI (open type)	1 unit	May 13, 2018	Ma'an Government Hospital
Marubeni Protechs Corporation	2	CT scanner	1 unit	November 8, 2017	Princess Basma Hospital
	3	Orthopedic manual bed	15 units	September 17, 2017	PHH
	3	Orthopedic motorized bed	2 units	September 17, 2017	

(Source: Final Report on the 2014 Non-Project Grant Aid for Provision of Japanese Local Products)

The procured equipment generally matched the list of equipment requested at the first and second intergovernmental committees shown in **Table 3-2**. In addition, the first equipment delivery started one year and two months after the first intergovernmental committee, which is reasonable in terms of timing efficiency compared to the general bidding process.

(iii) Status of Use of Goods and Equipment (Output)

The status of use of the equipment procured under this project is shown in **Table 3-7**. It was confirmed that all equipment is still in good working order.

PHH, where the Evaluation Team visited during the field survey, is the second largest governmental hospital in Jordan with a daily capacity of approximately 3,000 patients including those from other governorates. Government hospitals including the other three target hospitals provide medical services at a lower cost than private hospitals, especially for patients from low- and middle-income groups and refugees. With the continuing high demand for medical services, most of the equipment procured under this project is still in daily use, and most of them were in use at the time of the on-site visit.

**Table 3-7 Status of Use of Procured Equipment
(2014 Non-Project Grant Aid for Provision of Japanese Local Products)**

Item	Operation in the Last 3 Months	Delivery Site
Angiography system	Total 450 cases	PHH
Fluoroscopy machine	Total 297 cases	

Defibrillator for emergency ambulance	Average 120 cases/month	
Defibrillator with ECG monitor	Average 120 cases/month	
Emergency trolley with defibrillator	Average 120 cases/month	
Holter ECG record system	Every day	
EEG unit with video camera	Average 400 cases/month	
ICU bed (follow type)	Every day	
ICU bed (fixed type)	Every day	
Bone Densitometer	Not daily, but used as needed	
Operating table for orthopedic surgery	Every day	
Operating table for general surgery	Every day	
Orthopedic manual bed	Every day	
Orthopedic motorized bed	Every day	
MRI (open type)	Every day	Jerash Government Hospital
MRI (open type)	Every day	Ma'an Government Hospital
CT scanner	Every day	Princess Basma Hospital

(Source: Created by the Evaluation Team based on questionnaire responses)

Normally, the warranty period included in the contract of grant aid is one year. However, in this project, based on the request by MOH with the aim of long-term and sustainable use of the equipment, warranty periods were applied at up to three years depending on the nature of equipment. If the equipment malfunctioned during the warranty period, the end-user hospitals reported the problem to the local agents, and the engineers promptly repaired the equipment. Even after the warranty period has expired, equipment which requires high level of maintenance, such as MRIs, CT scanners, and angiography system, have been properly managed based on the maintenance contracts with the local agents, which are annually renewed with the budget of MOH. **Table 3-8** shows the local agents which MOH currently has maintenance contracts with. The maintenance contracts include all spare parts, which cost approximately

100,000-200,000 Jordanian dinars per year (= approximately 21-42 million JPY), and MOH has difficulties to secure the budget.

**Table 3-8 Current Maintenance Contracts
(2014 Non-Project Grant Aid for Provision of Japanese Local Products)**

Provision of Equipment	Local Agent
Angiography system	Trading Medical Systems Jordan Est.
Fluoroscopy machine	
Orthopedic motorized bed	
CT scanner	
MRI (open type)	Lama Trading Agency ¹¹

(Source: Final Report on the 2014 Non-Project Grant Aid for Provision of Japanese Local Products)

The procured equipment in this project is still in good working order through proper maintenance and is being used for daily medical treatment at the government hospitals without any problems.

(iv) Development Effects through the Provision and Use of Goods and Equipment (Outcome)

Before the implementation of this project, the financial burden on the Government of Jordan had increased due to acceptance of a large number of Syrian refugees, and the aging and shortage of medical equipment had become a significant problem in the provision of medical services to both refugees and Jordanian citizens. The equipment provided through this project was mainly deployed in governmental hospitals that accept patients from low- and middle-income groups and refugees. After the delivery and installation of the equipment, the operators and doctors actively participated in the initial operational training. In addition, several months after the initial training, the local agent provided additional trainings to the hospitals to confirm their understanding. Furthermore, maintenance contracts with the local agents were renewed with the budget of MOH after the warranty period expired. Due to these, the procured equipment has been used without any problems to date with proper maintenance. In particular, PHH is now able to provide cardiac examinations, which had not been available before, and the implementation of this project is considered to have

Note 11 :Lama Trading Agency had an agency agreement with the Hitachi Group, but in March 2021, the local agency was changed to New Stage after FUJIFILM Corporation acquired Hitachi's diagnostic imaging-related projects. The two units of MRI provided under this project are currently maintained by New Stage.

improved the hospital's capacity of medical treatment.

(v) Diplomatic Effects through the Provision and Use of Goods and Equipment (Outcome)

i) Recognition of Japanese Medical Equipment and Overseas Expansion of Japanese Companies

Most of the Japanese equipment procured under this project is used at the hospital with stickers of the national flag of Japan, which shows support from the Government of Japan. It ensures visibility of support not only to the government officials involved in this project but also to the patients who actually use the equipment.

The medical equipment procured under this project was manufactured by the following manufacturers:

- Toshiba Medical Systems Corporation ¹² (headquarters: Tochigi / branches: nationwide)
- Hitachi, Ltd.¹³ (headquarters: Tokyo / branches: nationwide)
- Hitachi Aloka Medical, Ltd. (headquarters: Tokyo / branches: nationwide)
- Nihon Kohden Corporation (headquarters: Tokyo / factory: Gunma / branches: Tokyo and Saitama)
- Mizuho Corporation (headquarters: Tokyo / factory: Chiba and Niigata / branches: nationwide)
- Suzuken Corporation (headquarters: Aichi / factory: Saitama / branches: nationwide)
- Paramount Bed Corporation (headquarters: Tokyo / factory: Chiba / branches: nationwide)

The bidding document clearly stated as a condition that the major components of the product shall be manufactured outside Tokyo Metropolitan Prefecture, Kanagawa, Saitama and Chiba, or in the "specific disaster area" in Saitama and Chiba designated by the Government of Japan. It appropriately reflected the scheme of the Non-Project Grant Aid for Provision of Japanese Local Products that procures goods and equipment manufactured outside the Tokyo Metropolitan area or in areas within the Tokyo Metropolitan affected by the Great East Japan Earthquake. In addition, it was confirmed that several

Note 12 :In 2018, the company changed its name to "Canon Medical Systems Corporation."

Note 13: In 2021, Fujifilm Corporation acquired the diagnostic imaging-related projects of Hitachi, Ltd. and established Fujifilm Healthcare Corporation.

headquarters and factories of the manufacturers that delivered medical equipment under this project are located in the specific disaster areas in the Tokyo Metropolitan area. Therefore, it is considered that the procurement of equipment in this project contributed to revitalization of the local economy and the reconstruction of the disaster areas to some extent.

In Jordan, high quality of Japanese medical equipment is recognized, and most of the equipment deployed in governmental hospitals in the country are products of Toshiba Medical Systems Corporation. In addition, for diagnostic imaging equipment such as MRIs, the high quality of products manufactured by Hitachi, Ltd. is highly regarded. On the other hand, because of the high price of Japanese medical equipment, it is difficult for the Government of Jordan to purchase them with its own budget, and requests for grant aid continue to be applied to the Government of Japan. In addition, although Jordan is a country that maintains relative stability in the unstable Middle East region, concerns about political and social instability cannot be completely eliminated when it comes to business development. Combined with the limited market size and growth prospects, even after nine years have passed after the implementation of this project, Japanese companies have made only limited inroads into Jordan and have not created continuous demand.

ii) Local Press Coverage of this Project

The Jordan Times (March 11, 2015) and TLB News (March 12, 2015) reported on the E/N signing of this project. However, a handover ceremony was not held, and no local media reports were found on this project after the E/N signing. Before the completion of the contract with procurement agency, the COVID-19 pandemic began and MOH and other relevant officials in the healthcare sector had to concentrate on the response to the outbreak. However, since the equipment was delivered between September 2016 and May 2018, it is not clear why the handover ceremony was not held at any point during the period, and it can be said that there were issues of publicity from the diplomatic perspective. In addition, considering that one of the objectives of this project was to market equipment manufactured in local regions of Japan including areas affected by the Great East Japan Earthquake, the lack of handover ceremony was an issue from the perspective of the significance of the promotion through Non-Project Grant Aid for Provision of Japanese Local Products.

Although the high performance and quality of Japanese medical equipment has been recognized, there are still some issues to be addressed in terms of

independent procurement of equipment by the Government of Jordan, publicity activities from a diplomatic perspective, promotion of Japanese equipment, and support for the expansion of Japanese companies in the Jordanian market.

ii. Appropriateness of Implementation and Monitoring Processes

Regarding the implementation and monitoring flow, appropriateness of actual implementation and monitoring processes compared to the plans, factors that contributed to the project efficiency (inputs, outputs, and outcomes), and areas for improvement are reviewed.

(i) Appropriateness Compared to the Standard Workflow of the Government of Japan

The implementation and monitoring of this project were conducted as shown in **Table 3-9**. Below is a summary of the actual flow of implementation and monitoring of this project compared to the standard workflow expected by the Government of Japan, followed by an evaluation of the appropriateness of the workflow.

**Table 3-9 Workflow for the Implementation and Monitoring Stage
(2014 Non-Project Grant Aid for Provision of Japanese Local Products)**

Standard Workflow for Procurement Agency Style Projects			Workflow of this project
Implementation and Monitoring	12-1	Procurement work by the procurement agency	
		● Bidding procedures and contract with suppliers	
		<Package 1>	
		Bidding	December 11, 2015
		Opening of price bid	February 9, 2016
		Contract with supplier (Lot 1-4) / Marubeni Protechs	February 9, 2016
		Second intergovernmental committee (Selection of procurement items of Package 2)	June 1, 2016
		<Package 2>	
		(Lot 1)	
		Bidding	December 26, 2016
		Contract with supplier / ITOCHU Corporation	April 11, 2017
		(Lot 2)	
		Bidding and technical evaluation	February 24, 2017
		Contract with supplier / Marubeni Protechs	March 17, 2017
		(Lot 3)	

		Bidding and technical evaluation	January 31, 2017
		Contract with supplier / Marubeni Protechs	February 21, 2017
		Delivery	
		Package 1	September 25, 2016 - October 29, 2016
		Package 2	September 17, 2017 - May 13, 2018
		Initial operational training (completion date)	
		Package 1	September 27, 2016 - January 26, 2017
		Package 2	November 19, 2017 - May 22, 2018
		Warranty period (expiration date)	
		Package 1	October 4, 2018 - January 26, 2020
		Third intergovernmental committee (decision on the use of remaining balance)	June 14, 2020
		Package 2	November 21, 2020 - May 26, 2021
		Reporting	
		Quarterly report to both governments	Second quarter 2015 - Second quarter 2021
12-2	Implementation of the contract by the suppliers for the partner country Payment from the procurement bank account to the supplier	September 10, 2021 August 10, 2021 ¹⁴	
		Not implemented	
		September 17, 2021	
13	Handover ceremony of the procured item (when found appropriate)	Not implemented	
14	Completion report / notice by the procurement agency	September 17, 2021	

(Source: Prepared by the Evaluation Team based on the survey results)

i) From Decision on Procuring Equipment to Conclusion of Contract with Suppliers

In this project, based on the decision on the procurement items in Package 1 at the first intergovernmental committee, bidding was conducted after

Note 14 :The payment for the suppliers was completed after the expiration of the three-year warranty period.

preparation of bidding document, public announcement in newspaper and on the JICS website, Pre-qualification (hereinafter referred to as “P/Q”), and question and answer sessions. As a result of technical evaluation and price negotiation, a supplier contract was signed with Marubeni Protechs Corporation on February 9, 2016. These series of works related to the bidding were completed within about six months from the first intergovernmental committee, which can be judged that the procedures were smoothly carried out.

The procurement items in Package 2 (MRI, CT scanner, orthopedic bed, etc.) were decided at the second intergovernmental committee held on June 1, 2016, after the finalization of procurement items in the Non-Project Grant Aid for Provision of Japanese Medical Equipment implemented in the same fiscal year, which also provided equipment to hospitals under MOH. Subsequently, bidding was conducted through the same process as Package 1, and supplier contracts for Lot 3 and Lot 2 were signed with Marubeni Protechs Corporation on February 21, 2017, and March 17, 2017, followed by a contract for Lot 1 with ITOCHU Corporation on April 11, 2017. One of the reasons for taking nearly four months from the bidding of Lot 1 to the supplier contract was that it took time to negotiate the price due to the single bid.

ii) Delivery, Installation, and Initial Operational Training

The equipment in Package 1 was delivered to PHH between September 25 and October 29, 2016. The manufacturing period for medical equipment is determined by various factors including market conditions, availability of parts, and the precision of the equipment. Precision equipment such as angiography system usually takes six months to a year for the manufacture. In addition, transport from Japan to Jordan usually takes more than one month. In this project, almost all of the equipment in Package 1, with the exception of some accessories, was delivered within nine months after the supplier contract, indicating that the work was smoothly carried out after the contract.

A certain amount of time was required for site preparation at PHH, which is always crowded with many patients, due to the need to secure new space for the equipment procured under this project. However, there were no significant delays during the installation phase that could have delayed the overall construction period. In addition, initial operational training was provided without problems between four days and three months after the delivery, although the duration varied depending on the nature of the equipment.

As for the equipment in Package 2, delivery, installation, and initial

operational training were completed in less than two years after the decision of procurement items at the second intergovernmental committee, which indicates that there were no problems in the implementation processes.

iii) Warranty Period

At the request of MOH, this project stipulated a maximum warranty period of three years for precision equipment such as MRIs, CT scanners, and angiography system. The warranty period includes a one-year equipment warranty after delivery and two years of periodic inspections. During the warranty period, when the end-user hospitals reported problems with the equipment, local agents promptly responded to repair it.

iv) Remaining Balance

In this project, prior to the expiration of the warranty period of Package 2, the use of the remaining balance was decided at the third intergovernmental committee on June 14, 2020. The remaining amount of approximately 25 million JPY was allocated for the maintenance of equipment of PHH. The procurement agency is to transfer the remaining fund to the account designated by the counterpart upon receipt of the vouchers. Since the usage of the remaining fund is not limited to the equipment procured under the project but includes expenditures for other existing equipment, the procurement agency has no obligation to ascertain details regarding the use of remaining balance.

The implementation and monitoring of this project was conducted in accordance with the Government of Japan's standard workflow for procurement agency style projects.

iii. Factors and Areas for Improvement to Ensure the “Effectiveness of Results”

(i) Factors that Ensured the “Effectiveness of Results”

Prior to the implementation of this project, support for medical equipment had already been provided to Jordan, and MOH, the implementing agency in this project, had a maintenance structure and a system to secure the budget. In addition, since the Non-Project Grant Aid for Provision of Japanese Medical Equipment was implemented in the same fiscal year, the implementation structure on the Jordanian side was similar, and it is believed that a smooth implementation was possible in this project as well. Furthermore, the local agents that handled precision equipment such as angiography system,

fluoroscopy machine, MRI, and CT scanner which requires continuous and advanced maintenance, had abundant experience in official projects including those funded by grant aid of the Government of Japan. They were able to cooperate with related ministries and agencies without any problems. The well-established implementation structure on the Jordanian side is considered to be one of the factors that contributed to the smooth execution of the work during the implementation and monitoring stage.

(ii) Areas for Improvements to Ensure the “Effectiveness of Results”

No handover ceremony was held for the procured equipment in this project without clear reasons. Since the handover ceremony is expected to have publicity effects by visualizing Japan’s support, the fact that no local media coverage was made during the implementation stage of this project is a point to be improved from the perspective of promoting Japanese local equipment and publicity of ODA.

2. 2016 Economic and Social Development Programme

(1) Relevance of Plans

The "Relevance of Plans" verifies details of the purpose, contents (amount, item, utilization plan, development and diplomatic effects), implementation structure and workflow planned in this project. The evaluation of the "Relevance of Plans" includes the "planning" stage from the application to the E/N signing, and the subsequent "detailed planning" stage until the determination of procurement items with the intention of responding to local needs in a flexible manner through intergovernmental committees between the two countries.

Table 3-10: Summary of the Evaluation Results for “Relevance of Plans”

Relevance of Plans: Satisfactory	
Links of the purpose: Highly Satisfactory	
Evaluation Question	(i) Links with the Jordan's development needs and policies (ii) Links with the Government of Japan's diplomatic and development cooperation policies
Main Rationale	<p>This project was implemented after sorting out the needs to strengthen border guard for national security in response to the growing threat of cross-border terrorism from Syria, Iraq, and other neighboring countries. It was consistent with the Government of Jordan's development plans and needs, and Japan's diplomatic policy toward the Middle East region, including the counterterrorism measures, and its development cooperation policy toward Jordan.</p> <p>In addition, it was appropriate to utilize the scheme of Economic and Social Development Programme for the rapid provision of support under the situation where acceptance of Syrian refugees was accompanied by fears of influx of extremists such as those involved in ISIL.</p>
Consistency of the planned project details: Satisfactory	
Evaluation Question	(i) Consistency with the Government of Jordan's development plans and activities in the security sector (ii) Consistency with Japan's diplomatic and development cooperation plans and activities for Jordan in the security sector
Main Rationale	This project was implemented in line with the Government of Jordan's anti-terrorism policies and plans, as

	<p>the deteriorating situation in neighboring countries has increased the importance of domestic security measures.</p> <p>In addition, the Government of Japan positions Jordan as a cornerstone of the Middle East diplomacy, and the implementation of this project, which addresses the urgent issue of strengthening border security measures to maintain stability in Jordan, was consistent with Japan's diplomatic and development cooperation plans and activities toward Jordan.</p>
Appropriateness of the planned implementation structure: Satisfactory	
Evaluation Question	<p>(i) Consistency with the standard implementation structure and workflow that the Government of Japan expects for Economic and Social Development Programme</p> <p>(ii) Appropriateness in light of the implementation structures, capabilities, etc. of government agencies of Jordan</p>
Main Rationale	<p>In this project, MOPIC coordinated the overall project as the responsible agency. On the other hand, based on confidentiality obligations of information of security measures, the implementing agency / end-user carried out the detailed planning, implementation and monitoring with close communication with JICS and the supplier. Based on the standard implementation structure of the Economic and Social Development Programme, both governments worked for this project without delay along the standard workflow that the Government of Japan expects for procurement agency style projects.</p>
Appropriateness of planning processes: Satisfactory	
Evaluation Question	<p>(i) Appropriateness compared to the standard workflow of the Government of Japan</p> <p>(ii) Factors and areas for improvement to ensure the "Relevance of Plans"</p>
Main Rationale	<p>During the planning and detailed planning stages of this project, works were carried out in accordance with the standard workflow expected by the Government of Japan, and no delays were observed in the planning processes.</p>

i. Links with the Purpose

This project was implemented in Jordan, a country surrounded by unstable countries and regions. It aimed to strengthen the inspection and surveillance

systems and to improve capacity for security measures by providing security equipment to important sites in terms of security measures, thereby to contribute to the socio-economic development of Jordan and to support overseas expansion of Japanese companies through helping the stabilization of Jordan. Below is a summary of the Government of Jordan's development policies and needs in the security sector and Japan's diplomatic and development cooperation policies toward Jordan, followed by an evaluation of the "Links with the purpose" of this project.

(i) Links with the Jordan's Development Needs and Policies

i) Positioning of the Security Sector in the Government of Jordan's Development Plan

In the "National Agenda 2006-2015," which outlines the nation's 10-year development objectives, the Government of Jordan identified national security under the Constitution as one of the main objectives. In addition, the "Jordan 2025 - National Vision and Strategy," which was formulated in 2014, aims to achieve "safe and stable society" as one of the priority areas, and identifies security measures including the use of technology by the authorities for achieving the objective.

The implementation of this project, which contributes to the improvement of capacity for security measures, was consistent with the Government of Jordan's development plans, as the security sector has been positioned as one of the priority areas.

ii) Situation in Neighboring Countries and Security in Jordan

In 2016, when this project was requested, there were 11 terrorist attacks in Jordan, which is the highest number on record along with 1991. In particular, a terrorist attack occurred in Al-Karak in December 2016 significantly increased tension over the security measures in Jordan, as 10 people including security forces and foreign tourists were killed. At that time, ISIL was occupying Syrian and Iraqi territory from its base in Raqqa in northern Syria and continuing the external operations with the military forces including thousands of foreign terrorist combatants from over 100 countries. In addition, Al-Qaeda¹⁵, which spreads throughout the Middle East, has repeatedly carried out attacks in various locations, especially from its bases in Syria and Yemen. The threat of

Note 15: Sunni extremist organization that advocates terrorism mainly against Western countries and Israel.

terrorism has spread across the border into Jordan, and Jordan has become one of the main targets of terrorist organizations. Jordan is still a target of terrorist organizations including ISIL and al-Qaeda, because of its proximity to conflict areas such as Syria and Iraq, and its official rejection of Salafi-jihadism¹⁶. The border security continues to be a top priority of the Government of Jordan due to the concerns that conflicts in neighboring countries will spill over into Jordan.

This project appropriately responded to the needs of Jordan, as it provided security equipment to the sites which are particularly important in terms of security measures.

(ii) Links with the Government of Japan's Diplomatic and Development Cooperation Policies

i) Japan's Diplomatic Policy toward the Middle East Region

Japan relies on imports of more than 80% of its crude oil from the Middle East region and has built relations with Middle Eastern countries mainly in the areas of resources and energy. In the future, Japan aims to cooperate in a wide range of economic fields, as well as to build a multilayered relationship including political and security affairs and cultural and human exchanges. As of 2016, then Prime Minister Abe had visited the Middle East region six times, and Japan had been working to strengthen the ties with the region through active visits and meetings by key figures.

On the other hand, the Middle East region is facing various challenges that destabilize the region, including the growth of extremism such as ISIL, the outbreak of large numbers of refugees, the Syrian crisis, the worsening situation in Iraq, and the Middle East peace process. Achieving peace and stability in the region is extremely important for the entire international community including Japan, and it is united in the efforts to resolve these issues. In speeches by then Prime Minister Abe including the speech on policies on the Middle East in January 2015, Japan has expressed the support for building a society which does not give rise to extremism based on the idea that "The Best Way is to Go in the Middle." At the same time, Japan firmly condemning terrorist acts by ISIL and other organizations and expressing support for the fight by the international community against terrorism. In February 2015, then Foreign Minister Kishida announced "3-Pillar Foreign Policy in Response to the Terrorist Incident

Note 16: Jihadism based on the Sunni thought (Salafism), which considers the practice by the three generations (Salaf) after the death of the Prophet Muhammad as a model of "true Islam."

Regarding the Murder of Japanese" (See **Figure 3-3**). Furthermore, at the G7 Ise-Shima Summit meeting in May 2016, Japan announced the "G7 Action Plan on Countering Terrorism and Violent Extremism," with three action plans: "counterterrorism measures," "empowering alternative voices and tolerance in society", and "capacity building."

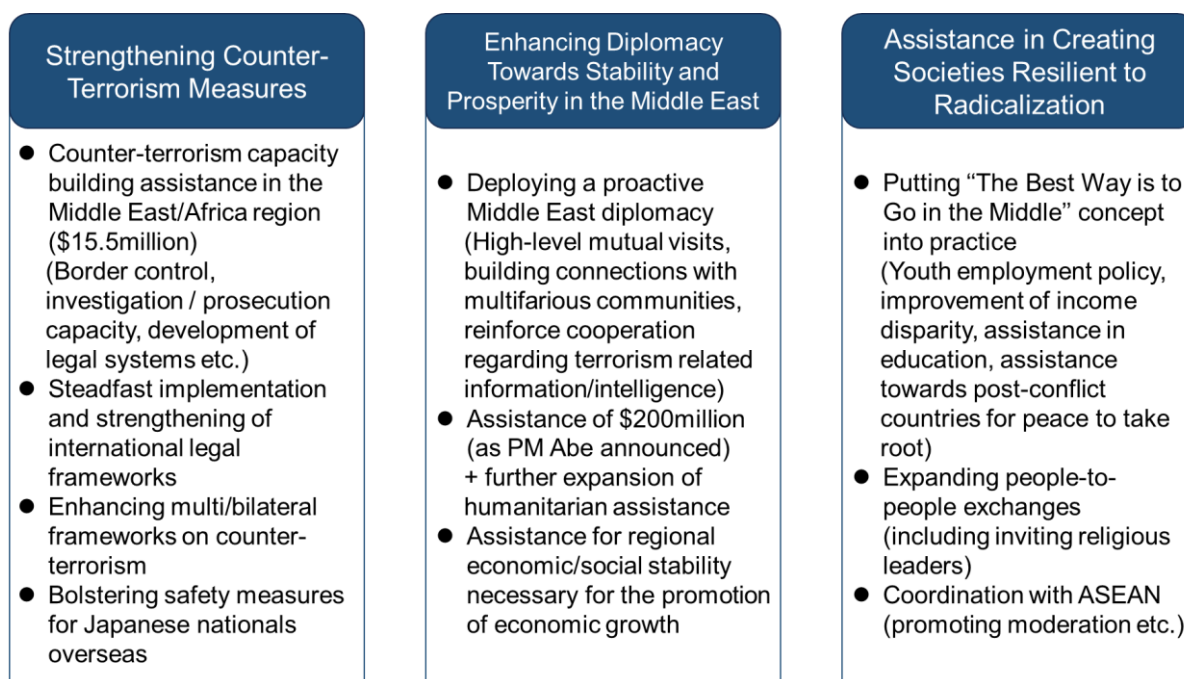


Figure 3-3 3-Pillar Foreign Policy in Response to the Terrorist Incident Regarding the Murder of Japanese

While the Middle East is an extremely important region in terms of diplomacy, it also contains various destabilizing factors. Therefore, it is critically important for Japan and the international community to promote efforts toward peace and stability, including counter-terrorism measures in the region. This project, which provides security equipment for the national security of Jordan, was consistent with Japan's diplomatic policy toward the Middle East region.

ii) Japan's Development Cooperation Policies toward Jordan

In 2013, the Cabinet approved the "National Security Strategy of Japan," which clearly states Japan's stance of proactive contribution to peace based on the principle of international coordination. In addition, the "Country Assistance Policy for the Hashemite Kingdom of Jordan (June 2012)," which outlined the Government of Japan's assistance policies, identified "enhancement of region stability and development of industrial infrastructure for economic growth" as the Basic Policy of Assistance and three Priority Areas: "(1) support for self-reliant and sustainable economic growth," "(2) reduction of poverty and minimizing

social disparities,” and “(3) interregional exchanges for peace creation.” This project is positioned under (3) interregional exchanges for peace creation, which is to provide assistance for security measures in Jordan, a country located in the key transportation hub, to promote safe movement of people and goods within the Middle East region.

The implementation of this project, which aims to strengthen security measures to address the threat of terrorism, was consistent with the Government of Japan's development cooperation policies toward Jordan.

iii) The appropriateness of Utilizing Economic and Social Development Programme

This project was to strengthen security measures at the border, which plays a particularly important role in national security, as the threat of terrorism spreads to Jordan as a result of the deteriorating situation in Syria and other neighboring countries. In particular, at the time of implementation of this project, there were fears of an influx of Syrian refugees and ISIL-related personnels, and it was necessary to take prompt action to strengthen the surveillance system for the movement of people at the border. JICA was involved in the installation of large X-ray equipment at Queen Alia International Airport through the "Project for Improvement of Airport Security Equipment at Queen Alia International Airport". In addition, the agency provided assistance for cargo inspection through the "Project for the Enhancement of Border Security at Al-Karamah Border Crossing" (Iraq border) and the “Project for the Enhancement of Customs Security at Aqaba.” While JICA has been implementing projects targeting the movement of goods, MOFA clearly divided the role of the Economic and Social Development Programme, which targets the movement of people.

The utilization of the Economic and Social Development Programme which is characterized by its rapidity was appropriate under the urgent needs to strengthen security measures.

iv) Overseas Expansion of Japanese Companies

In recent years, Middle Eastern countries have achieved steady economic development powered by the rapidly growing young populations and are increasing their presence as a market and investment destination. The Government of Japan is focusing on the establishment of legal frameworks and overseas development of infrastructure in the region that would serve as a foundation for strengthening of economic and business relations including EPA,

FTA, investment agreements, tax agreements, and social security agreements. When then Prime Minister Abe visited Middle Eastern countries, he was accompanied by economic missions that included companies from various industries and business categories from large corporations to small and medium enterprises to actively sell the strengths of Japan to the leaders of the countries and the business community.

This project was implemented with one of the objectives to contribute to supporting the overseas expansion of Japanese companies. Since a Japanese company was awarded the contract, it was consistent with the Government of Japan's policies regarding the overseas expansion of Japanese companies.

ii. Consistency of the Planned Project Details

As shown in the **Table 3-11**, security equipment was provided to the Government of Jordan under this project. Following is an evaluation of the “Consistency of the planned project details” of this project, based on a summary of the Government of Jordan’s plans and activities in the security sector and the Government of Japan’s diplomatic and development cooperation policies toward Jordan. From the aspect of confidentiality of security measures, detailed information of equipment specification and delivery sites shall not be mentioned in this report.

**Table 3-11: List of Planned Procurement Equipment
(2016 Economic and Social Development Programme)**

Item	Amount (JPY)
Security equipment	970,000,000

(Source: Minutes of Discussions on the Consultative Committee of the 2016 Economic and Social Development Programme)

(i) Consistency with the Government of Jordan's Development Plans and Activities in the Security Sector

Following the suicide bombing in Amman in 2005, the Government of Jordan adopted the first anti-terrorism law in 2006. In 2014, the law was amended to address cross-border threats from Syria and Iraq by expanding the definition of terrorism to include acts that seem to "disturb Jordan’s relations with a foreign state, undermine the regime, or expose the country to harmful acts." In addition, during the review process, an extensive campaign was launched involving several government ministries to develop a comprehensive strategy for counterterrorism and countering violent extremism. It resulted in the formulation

of the “National Strategy for Preventing and Countering Violent Extremism 2014.”

It is estimated that approximately 4,000 Jordanian fighters joined ISIL and other terrorist organizations in Syria, Iraq, and other neighboring countries between 2011 and 2016. Thus, concerns are growing that fighters will bring their military and combat knowledge back to Jordan after those terrorist organizations have been downsized. Under these circumstances, security measures have become an urgent priority for the Government of Jordan, and the “Border Security Program,” an integrated border security monitoring, detection, and interdiction system on the 560km land border, is implemented.

Jordan is working with the international community to counter the threat of terrorism as a member of the “Global Counterterrorism Forum (GCTF),” a new multilateral framework on counterterrorism established in 2011 that brings together policy makers and practitioners in counterterrorism to share experiences, knowledge, and best practices and to implement capacity building in areas such as rule of law, border control, and combating violent extremism.

Due to the deteriorating security situation in the country and the threat of terrorism associated with the surrounding situation, the Government of Jordan reflects the importance of strengthening security measures in its plans and programs, as well as actively promoting countermeasures against terrorism in partnership with other countries. Therefore, this project was consistent with the needs and plans of the Government of Jordan.

(ii) Consistency with Japan's Diplomatic and Development and Cooperation Plans and Activities for Jordan in the Security Sector

The Government of Jordan shows a strong willingness to make itself a model for democratic reform and stabilization in the Middle East region and to take an active role in the spread of the model. Jordan has maintained stability in the region with continues confusion, and its role for the peace and stability are highly regarded internationally, including countermeasures against extremism, acceptance of large numbers of Syrian refugees, and active involvement in the Middle East peace process. Japan is working on the "Corridors for Peace and Prosperity" concept to achieve peace in the Middle East, and support Jordan in maintaining stability as a moderate faction in the region. Jordan and Japan have traditionally kept a good relationship, and it has been confirmed that the two countries continue to strengthen their cooperation to further develop bilateral relations and advance cooperation toward stability in the Middle East region through active visits and meetings by key figures.

In response to the situation in which Jordan and other neighboring countries are accepting large numbers of refugees due to the worsening situation in Syria, Iraq, and other countries, then Prime Minister Abe announced, in his speech at the UN General Assembly General Debate in September 2015, approximately US\$810 million in assistance for refugees and internally displaced people in Syria, Iraq, and neighboring countries. In the same year, a great deal of assistance was also provided to neighboring countries, such as Turkey and Jordan, countries heavily affected by the influx of Syrian refugees. The total amount of Japanese assistance to Syria, Iraq, and neighboring countries from the outbreak of the Syrian crisis in 2011 to 2016 amounted to more than US\$1.2 billion. In particular, Japan has placed emphasis on Jordan as a key country for regional stability and has continued to provide assistance toward refugees and host communities in order to maintain stability and develop industrial foundations in Jordan.

This project was consistent with Japan's diplomatic and development cooperation policies toward Jordan, an extremely important country in Japan's diplomatic policy, as it was implemented as assistance that contributes to peace and stability.

iii. Appropriateness of the Planned Implementation Structure

This project was implemented under the following implementation structure:

- Responsible agency : MOPIC
- Implementing agency / End-user : Not open to the public
- Donor (Government of Japan) : Embassy of Japan in Jordan representative

Below is an evaluation of the "Appropriateness of the planned implementation structure" for this project, based on a summary of the standard implementation structure and workflow expected by the Government of Japan and the implementation management structure and capabilities of the Government of Jordan.

(i) Consistency with the Standard Implementation Structure and Workflow that the Government of Japan Expects for Grant Aid for Economic and Social Development Programme

As for the implementation structure of this project on the Japanese side, the Country Assistance Planning Division III, International Cooperation Bureau, MOFA, served as the lead division. The Embassy of Japan in Jordan played an

important role in negotiations with the Government of Jordan, confirmation and review of the request, information gathering, implementation support, and monitoring. On the Jordanian side, MOPIC was the responsible agency for implementation of the grant aid, including preparation and submission of the application to the Government of Japan and E/N signing. The implementing agency / end-user was responsible for the selection of procured equipment, determination of the delivery sites, and implementation and supervision of the projects. In addition, JICS, as the procurement agency, performed a series of procurement works based on the procurement agency contract with the Government of Jordan.

The implementation structure and process of the Economic and Social Development Programme are shown in **Figure 3-2**. There were no deficiencies in the implementation structure of this project.

The standard workflow for procurement agency style projects and the workflow for the planning and detailed planning stages of this project are shown in **Table 3-12**.

**Table 3-12 Workflow of the Planning Stage
(2016 Economic and Social Development Programme)**

Standard workflow for procurement agency style projects			Workflow for this project
Planning	1	Request from the partner country's government	June 13, 2016
	2	Examination of the content of request at a Japan's overseas establishment	June 14, 2016
	3	Review by MOFA, Preparation of a cooperation plan	July 25, 2016
	4	Consultation with the financial authorities	July 29, 2016
	5	Request for cabinet on the E/N (draft)	September 2, 2016
	6	Cabinet decision	September 2, 2016
	7	E/N signing ¹⁷	October 27, 2016
Detailed planning	8	Opening of bank account under the name of the partner country's government Lump sum payment of grant by the Government of Japan	November 28, 2016 January 6, 2017
	9	Contract with a procurement agency (within three months from the E/N signing)	December 28, 2016
	10	First intergovernmental committee (Selection of actual procurement items)	April 5, 2017

¹⁷ See Note 9.

	11	Payment from partner country's bank account to the bank account for procurement	February 21, 2017
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(Source: Created by the Evaluation Team based on the survey results)

During the planning and detailed planning stages of this project, works were appropriately executed in accordance with the standard implementation structure and workflow expected by the Government of Japan.

(ii) Appropriateness in light of the Implementation Structures, Capabilities, etc. of Government Agencies of Jordan in the Security Sector

MOPIC, a contact ministry which coordinates aids from various donors, was responsible for coordinating this entire project in collaboration with JICS, a procurement agency. On the other hand, the implementing agency / end-user was responsible for detailed planning including decision of equipment specifications and delivery sites, as well as implementation and monitoring. It has been conducting inspections and surveillance at important facilities for security measures which were to be provided equipment under this project. At the time of the request of this grant aid, it was confirmed that the equipment used in those facilities had been appropriately managed by the implementing agency / end-user. Thus, the capacity of the implementation agency / end-user was not doubtable to implement this project. In addition, in terms of the confidentiality of security measures, information exchange was strictly limited even between the relevant agencies within the Government of Jordan. Detailed discussion and coordination for implementation of this project was closely held among the implementing agency / end-user, JICS and the supplier.

The planned implementation structure of this project was appropriate in light of the operational structure and implementation capabilities of the Government of Jordan.

iv. Appropriateness of Planning Processes

Below is an evaluation of the "Appropriateness of planning processes" for this project, based on a comparison with the standard workflow of the Government of Japan in the planning stage and a summary of the factors and areas for improvement to ensure the "Relevance of Plans."

(i) Appropriateness Compared to the Standard Workflow of the Government of Japan

The request letter for this project outlined the deterioration of the surrounding situation caused by the Syrian crisis and concern about national

security, requested introduction of security equipment to strengthen the inspection and surveillance system, and specified several candidate sites. After the application, Embassy of Japan in Jordan examined the request and confirmed the importance of the candidate sites in terms of security measures. Then, the embassy confirmed the need to strengthen the system for security measures in Jordan as an issue that could affect the realization of peace in the Middle East region and concluded that implementation of this project was appropriate. The Consultation for Financial Execution also determined the necessity of this project. As a result, the Government of Japan decided to provide 1 billion JPY to contribute to socio-economic development in Jordan and to support for overseas expansion of Japanese companies through capacity building in the field of security measures and assistance for stabilization of Jordan.

These series of tasks in the planning process were carried out in accordance with the standard workflow for procurement agency style projects expected by the Government of Japan as shown in **Table 3-12**.

v. Factors and Areas for Improvement to Ensure the “Relevance of Plans”

(i) Factors that Ensured the “Relevance of Plans”

In this project, procurement of security equipment was immediately requested by the Government of Jordan in 2016, while public security in the country was considerably deteriorated with the increasing number of terrorist attacks and attempted terrorism. Lists of requested equipment and candidate delivery sites were clearly identified in the request letter, which showed the clear needs of the Government of Jordan. These smooth works by the relevant agencies in Jordan contributed to the implementation of the appropriate project consistent with the policies and plans of both governments and the needs of the Government of Jordan.

In addition, JICA had provided equipment for inspection of cargo and baggage to airports and border checkpoints prior to this project. While JICA projects cover the movement of goods, projects by MOFA cover the movement of people. This clear differentiation contributed to the effective planning of this project.

(ii) Areas for Improvement to Ensure the “Relevance of Plans”

Due to the high confidentiality of security measures, information exchange was strictly limited even within the related ministries and agencies of the

Government of Jordan. Therefore, even MOPIC, the responsible agency, did not possess any detailed information of this project since it entrusted decision of the details, implementation and monitoring to the implementing agency / end-user. The implementation structure was appropriate to deal with the confidential information, however, from the viewpoint of transparency of this entire project, there still could be room for improvement, such as securing minimum necessary information exchange among relevant agencies.

(2) Effectiveness of Results

In the evaluation of the "Effectiveness of Results," actual and expected inputs, outputs, and outcomes, compared with the plan, and the relationship between inputs and outputs (efficiency) of the project are reviewed.

**Table 3-13: Summary of the Evaluation Results for “Effectiveness of Results”
(2016 Economic and Social Development Programme)**

Effectiveness of Results: Satisfactory	
Level of achievement and efficiency of the project: Satisfactory	
Evaluation Question	(i) Level of achievement of fund provision (input) (ii) Level of achievement and efficiency of goods and equipment provision (output) (iii) Status of use of goods and equipment (output) (iv) Development effects through the provision and use of goods and equipment (outcome) (v) Diplomatic effects through provision and use of goods and equipment (outcome)
Main Rationale	<p>The fund was provided as planned in terms of both amount and timing (input), and no problem was found regarding the components and timing of the equipment procurement (output). In addition, the procured equipment has been properly maintained by the implementing agency / end-user of this project, and it is in use to date.</p> <p>The provision of security equipment under this project contributed to strengthening the inspection and surveillance system and to improve the efficiency of operations by reducing time for inspection (outcome).</p> <p>Furthermore, the Government of Jordan recognizes the</p>

	high quality of Japanese security equipment, and it is expected that Japanese companies further expand their businesses in Jordan (outcome).
Appropriateness of implementation and monitoring processes: Satisfactory	
Evaluation Question	(i) Appropriateness compared to the standard workflow of the Government of Japan (ii) Factors and areas for improvement to ensure the "Effectiveness of Results"
Main Rationale	<p>This project was implemented along the standard workflow of the Government of Japan at the implementation and monitoring stages.</p> <p>Due to the necessity of building complicated systems, it took longer than expected for discussions about the specification between the implementing agency / end-user and JICS, which led to a delay for the whole implementation process. However, processes after the supplier contract were smoothly carried out without any delay. Therefore, it can be concluded that there was no considerable issue in the overall works at the implementation stage.</p>

i. Level of Achievement and Efficiency of the Project

The provision of equipment in this project was carried out in accordance with the plan shown in **Table 3-11**. Below is a summary of the inputs, outputs, and outcomes of this project, followed by an evaluation of the "Achievement and efficiency of the project."

(i) Level of Achievement of Fund Provision (input)

In this project, the fund was paid from the Government of Japan to the bank account under the name of the Government of Jordan on January 6, 2017. On February 21, it was transferred to the bank account for procurement. The usage of the fund is shown in **Table 3-14**. The total amount was 1 billion JPY.

**Table 3-14: Breakdown of the Usage of Fund
(2016 Economic and Social Development Programme)**

Item	Amount (JPY)
JICS commission fees	30,000,000
Consultancy Services	0

Products	970,000,000
Reimbursement ¹⁸	11,712,200
Bank charge	0
Total	1,000,000,000

(Source: Final Report on the 2016 Economic and Social Development Programme)

The fund provision was implemented as planned in terms of both amount and timing.

(ii) Level of Achievement and Efficiency of Goods and Equipment Provision (output)

Table 3-15 lists the procured equipment, delivery sites, and date of delivery in this project.

**Table 3-15: List of Procured Equipment
(2016 Economic and Social Development Programme)**

Item	Quantity	Date of Delivery	Delivery Site
Security equipment	1 lot	September 25, 2019	Three sites

(Source: Final report on the 2016 Economic and Social Development Programme)

The component of equipment is consistent with the list of equipment requested at the first intergovernmental committee shown in **Table3-11**. In addition, the equipment was delivered within two years and half after the meeting. Considering the standard bidding process and particularity of security equipment, it can be concluded that there was no issue about efficiency of timing.

(iii) Status of Use of Good and Equipment (output)

The status of use of the equipment procured under this project is shown in **Table 3-16**. It was confirmed that all equipment is properly operating.

**Table 3-16: Status of Use of Procured Equipment
(2016 Economic and Social Development Programme)**

Item	Operational Status	Delivery Site
Security equipment	Properly operating	Site A
Security equipment	Properly operating	Site B
Security equipment	Properly operating	Site C

(Source: Created by the Evaluation Team based on the questionnaire responses)

At the delivery site where the Evaluation Team conducted an on-site visit, the procured equipment has been properly installed and used for the inspection

¹⁸ Regarding the reimbursement, please refer to **ii. (i) iv) Remaining Balance**.

and surveillance. In addition to the security equipment procured in this project, other systems were also utilized at the site, which establishes the inspection and surveillance system. It was confirmed that all devices have stickers of the national flag of Japan which demonstrates the grand aid by the Government of Japan.

In this project, twelve-month warranty period was included in the contract, and the supplier and its local agent have maintained the equipment without any issues during the period. After the warranty period expired, it costs approximately 10-15% of the product price per year for the maintenance. Due to the high cost, no maintenance contract has been concluded up to the present time, and the technical team of the implementing agency / end-user has been dealing with hardware maintenance work. Because of the high quality of the equipment, serious problems have not happened since the delivery.

All equipment procured under this project is appropriately maintained and managed by the implementing agency / end-user and is working properly to date.

(iv) Development Effects through the Provision and Use of Goods and Equipment (outcome)

Before the introduction of security equipment under this project, inspection and surveillance had been conducted by manual procedures such as visual recognition, which were time-consuming. After the installation of the security equipment through this project, the surveillance system has been strengthened and the work efficiency of the officer in charge has been improved with reduction of the inspection time.

In the future, it is expected that the current security equipment will be integrated and enable more accurate inspection and surveillance. This project is regarded as Phase 1, and through two subsequent Economic and Social Development Programme, further security equipment has been installed at more sites.

(v) Diplomatic Effects through Provision and Use of Goods and Equipment (Outcome)

Based on the request by the Government of Jordan regarding the confidentiality for security measures, information about this project has never been reported in Jordan. Nevertheless, the security equipment of the supplier of this project is widely recognized in Jordan and other Middle Eastern countries as high-quality products. On the other hand, in terms of price, it is noted that the

competitiveness is less than other foreign and local products.

In order to ensure consistency in border facilities, the Government of Jordan is expanding installation of the same kind of security equipment to other border checkpoints through Japan's ODA projects, which contributes to Japan's high presence in Jordan's border security. Moreover, the supplier in this project has received inquiries in other fields after the completion of this project. It indicates that this project became one of the factors that help the entry of Japanese companies into the Jordanian market.

In short, the high quality of Japanese security equipment is well recognized in Jordan, and Japan's assistance plays an important role to improve the border security measures in Jordan. Furthermore, it is expected that this project contributes to business expansion of Japanese companies in Jordan.

ii. Appropriateness of Implementation and Monitoring Processes

Regarding the implementation and monitoring flow, the appropriateness of actual implementation and monitoring processes compared to the plans, factors that contributed to the project efficiency (inputs, outputs, and outcomes), and areas for improvement are reviewed.

(i) Appropriateness Compared to the Standard Workflow of the Government of Japan

The implementation and monitoring of this project were conducted as shown in **Table 3-17**. Below is a summary of the actual flow of implementation and monitoring of this project compared to the standard workflow expected by the Government of Japan, followed by an evaluation of the appropriateness of the workflow.

**Table 3-17: Workflow for the Implementation and Monitoring Stages
(2016 Economic and Social Development Programme)**

Standard Workflow for Procurement Agency Style Projects			Workflow of this project
Implementation and Monitoring	12-1	Procurement work by the procurement agency	
		● Bidding procedures and contract with supplier	
		Pre-qualification (P/Q)	June 2017
		Field survey by P/Q passed candidate System Integrator (hereinafter referred to as "Sler")	October 2017

Implementation and Monitoring		Submission of proposal	December 15, 2017
		Technical evaluation	December 15, 2017
		Opening of price bid ¹⁹	December 15, 2017
		Contract with Sler (for system development)	March 9, 2018
		Contract with supplier (system and equipment delivery)	June 29, 2018
		● Delivery	
		Three sites	September 25, 2019
		● Initial operational training (completion date)	
		Three sites	October 7, 2019
		● Warranty period (expiration date)	
		Three sites	September 24, 2020
		● Reporting	
		Quarterly report to both government	First quarter 2017 - First quarter 2021
	12-2	Implementation of the contract by the supplier for the partner country Payment from the procurement bank account to the supplier	June 25, 2021 ²⁰ June 25, 2021
	13	Handover ceremony of the procured item (when found appropriate)	Not held
	14	Completion report / notice by the procurement agency	July 7, 2021

(Created by the Evaluation Team based on the survey results)

i) From Decision on Procuring Equipment to Conclusion of Contract with Supplier

In this project, the procurement items were decided in the intergovernmental committee held within three months after the signing of contract with the procurement agency. Bidding was held after the preparation of bidding document, public announcement, P/Q, field survey and question-and-answer sessions. Since the proposal method was adopted, face-to-face bid opening was not held and the contract for Requirement Definition (R/D) was concluded on March 9,

¹⁹ The price was included in the proposal evaluation and was evaluated comprehensively together with the technical scores. However, the price was determined at the contract conclusion, and it was reviewed after the completion of the system development.

²⁰ Completion date that the remaining funds have been allocated to additional project.

2018, as a result of the comprehensive evaluation including scores for technique and price. It took about three months from the submission of proposal to the conclusion of contract. Therefore, it can be concluded that the works by the procurement agency, including discussions with the implementing agency / end-user, was smoothly carried out. Although it took about eight months to conclude the contract, it was because it took longer time than expected for discussion with the implementing agency / end-user regarding the complicated system development, including field survey conducted by P/Q passed candidate Slers.

Since this project aimed to procure systems, the process was composed of two phases: system development and the delivery of equipment. Therefore, after the System Integrator (hereinafter referred to as “Sler”) developed the system that meets conditions requested by the implementing agency / end-user, the contract was signed with the supplier for delivery of system and equipment. The supplier contract for delivery of the system and equipment was a private contract with the Sler.

ii) Delivery, Installation, and Initial Operational Training

Delivery of security equipment to the three sites was completed on September 25, 2019. There were no problems that could cause delay with customs clearance, delivery, and installation. Initial operational training was conducted within two weeks from the delivery. This security equipment was tailor-made to meet the special specifications, which normally takes long time for manufacturing, delivery, installation, testing, and initial operational training. Under this project, however, it only took about 15 months from conclusion of the supplier contract to completion of delivery, showing that the works were smoothly carried out.

iii) Warranty period

In this project, twelve-month warranty period was ensured along the standard workflow of Japan’s grant aid. In case any troubles happened during this period, the implementing agency / end-user smoothly solved them in collaboration with the supplier and the local agent. There have been no serious problems which caused system stoppage. However, although the supplier proposed to renew the maintenance contract after the warranty period, it has not been concluded with the implementing agency / end-user due to the budget constraints.

iv) Remaining Balance

The remaining balance of approximately 11.7 million JPY in this project was used for installation of systems at further three sites under the amendment project implemented within the same fiscal year. The implementing agency / end-user has divided the expansion of security equipment at border checkpoints into three phases. This project falls under Phase 1, and the amendment project was Phase 2. Phase 2 targeted six border checkpoints including the three sites where the remaining balance of this project has been allocated.

The minutes of discussions at the intergovernmental committee clearly indicated that if there is a remaining balance, the usage shall be decided in the meeting. However, the usage seems to have been agreed through discussions between the implementing agency / end-user and JICS during the field work and administrative communication via e-mail and telephone. Therefore, no document which shows the process of discussion and decision has been found. Although it is proved that the usage was appropriate with the fact that the final decision about the usage of the remaining balance was consistent with the original expectation confirmed in the first intergovernmental committee, it is preferable that the process is recorded in a written document.

In short, despite the delay compared to the originally planned schedule, the implementation and monitoring in this project was appropriately carried out along the standard workflow for procurement agency style projects expected by the Government of Japan.

iii. Factors and Areas for Improvement to Ensure the “Effectiveness of Results”

(i) Factors that Ensured the “Effectiveness of Results”

This project prioritized the three sites among the candidate sites listed in the request letter to provide the system and equipment. The implementing agency / end-user, which desires to unify the systems at border checkpoints, divided the plan of expansion of the equipment into three phases, as this project is the first phase. It can be considered that the plan by the implementing agency / end-user contributed to expand the effects of the security equipment procured under this project and to create continuous demand for Japanese security equipment.

(ii) Areas for Improvement to Ensure the “Effectiveness of Results”

After expiration of the warranty period under the contract of this project, the

implementing agency / end-user did not renew the maintenance contract with the supplier due to the budget constraints. Despite the technical team of the implementing agency / end-user is capable of dealing with hardware troubles, the conclusion of a support contract with the supplier is necessary in order to handle software troubles. In the context of ongoing expansion of security equipment at border checkpoints following this project, it will be a future issue how to secure the high cost for maintenance including the software maintenance.

Chapter 4 Recommendations

1. Recommendations to Japan's Overseas Establishment

(1) Handover Ceremony and Effective Publicity

Local media reported the E/N signing of 2014 Non-Project Grant Aid for Provision of Japanese Local Products in both English and Arabic. However, a handover ceremony for the procured equipment was not held, and there was no local media coverage of the project during the implementation stage. Although the global pandemic of COVID-19 began before the completion of contract with JICS, which affected MOH and other Jordanian relevant agencies, delivery of the equipment had been completed in 2018, there seems to have been possibility to hold the handover ceremony. As this project, if the procurement is divided into multiple packages with different completion dates and delivery sites, a handover ceremony could be held for each package.

The objectives of the Economic and Social Development Programme (formerly Non-Project Grant Aid) include the promotion of Japanese equipment and the overseas expansion of Japanese companies. Therefore, it is important to conduct effective publicity regarding the support by Japan. Handover ceremony is effective in visualizing Japan's assistance to the partner country, and it would be desirable to make improvements to ensure the implementation of the ceremony, for example, by adding discussion to hold events that contribute to publicity to the agenda of the intergovernmental committees to enhance the manifestation of the publicity effect.

2. Recommendations to Japan's Overseas Establishment and MOFA

(1) Preservation of Document Records

In 2014 Non-Project Grant Aid for Provision of Japanese Local Products, although there was a significant change in the contents including the target sector from the time of the request to the E/N signing, neither the Embassy of Japan in Jordan nor MOFA kept any documents as the evidence of the process or agreement on the change. In general, there is no need for official document records as evidence prior to the E/N signing, since there usually is no official consultative body between the governments prior to the E/N. In this case, both governments reached agreement on the change based on exchanges of telephone calls and e-mails. In addition, records of routine exchanges of opinions with partner governments are to be destroyed after a certain period of

time and are not required to be preserved until the time of the evaluation conducted several years later. However, in order to conduct effective third-party evaluations, it is desirable to record in writing not only the details of the agreement but also the background of the agreement as much as possible, especially for major decisions or changes, and to review the retention period of those records.

In addition, the successes, improvements, and lessons learned through the implementation of the target projects were not recorded, and it was difficult to track such information after several years have passed. However, it is important to keep records of the experiences and lessons learned by the implementer through the project so that they can be utilized in the implementation of future projects. Unless MOFA, implementing body of the projects, conducts a comprehensive evaluation after the submission of completion report from the procuring agency, the experience and lessons learned in implementing the project would not be retained, and the PDCA cycle cannot be achieved without third-party evaluations. Therefore, it would be desirable to add an evaluation by the bureaus of MOFA in charge as part of the implementation and monitoring process of each project.

3. Recommendations to MOFA

(1) Support for Maintenance Costs

In 2014 Non-Project Grant Aid for Provision of Japanese Local Products, maintenance contracts with local agents for some precision equipment were renewed by the budget of MOH even after the warranty periods expired. However, maintenance costs including spare parts are high, and securing the necessary budget is not easy. In addition, for 2016 Economic and Social Development Programme, although it is recognized that support by the supplier is necessary, especially in terms of software maintenance, the maintenance contract has not been concluded between implementing agency / end-user and the supplier due to budgetary issues.

Although support by the Government of Japan has an aspect of encouraging ownership and self-help efforts by the partner country, in the case of projects that aim to reduce financial burden on the partner country, there is room for consideration of including maintenance costs in the budget of grant aid for a certain period of time. While the Economic and Social Development Programme (formerly Non-Project Grant Aid) emphasizes its rapidity in urgent situations,

considering the continuous maintenance capabilities of the implementing agencies and end-users, it could be necessary to include a budget for maintenance for a number of years. In fact, in 2014 Non-Project Grant Aid for Provision of Japanese Local Products, the warranty period for some medical equipment was set for three years at the request of MOH. Such flexibility in accordance with equipment specifications and local needs is desirable.

(2) Review of Procurement Guidelines

Procurement in the Economic and Social Development Programme is carried out in accordance with the "Guidelines for Implementation of Procurement Procedures for Non-Project Grant Aid" (September 2005).” However, since nearly 20 years have passed since the formulation of the guidelines and the name of the scheme has been changed, it is time to revise the guidelines and make it known to all concerned once again.

- End -