Chapter 2
An Overview of Evaluation Results
Chapter 2: An Overview of Evaluation Results

2.1 Results of ODA Evaluations by MOFA

Chapter 2 mainly introduces the concrete cases of ODA evaluation conducted by MOFA, other ministries/agencies, and JICA and JBIC, the implementing agencies.

2.1.1 An Overview of FY2006 Evaluation

ODA evaluation of MOFA in FY2006 includes 8 policy-level evaluations, 5 program-level evaluations, and 81 project-level evaluations, totaling up to 94 evaluations.

In terms of policy-level evaluations, MOFA carried out five country policy evaluations on Bhutan, Madagascar, Morocco, Vietnam, and Zambia, and conducted three priority issue evaluations, which examined Japan’s assistance policies based upon each priority issue: “Evaluation on Japan’s ODA for Agriculture and Rural Development,” “Evaluation on Japan’s Assistance for Forest Conservation and its Contribution to Global Issues,” and “Evaluation on Japan’s Support for Regional Cooperation (A Case Study of Central America).”

Program-level evaluations include three sector evaluations: “Evaluation Study on Japan’s ODA to the Health Sector in Thailand,” “Evaluation on Japan’s ODA to the Education Sector in the Independent State of Samoa,” “Evaluation on Road and Bridge sector of Japan's Official Development Assistance in Sri Lanka;” which essentially examined all ODA activities undertaken in a specific sector of a given country. Two aid modality evaluations: “Evaluation on Japan's Development Studies,” and “Country-Led Evaluation on Japan's Grant Assistance for Grassroots Human Security Projects (Afghanistan),” were also conducted, assessing the performances of the Japan’s aid modalities.

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Project-level evaluations include a total of 81 cases on grant aid, which passed a certain duration after completion (12 of the cases were evaluated by the third-party).

Total of 9 evaluations, including all 8 policy-level evaluations, and evaluation on Japan’s development studies in aid modality evaluations, were executed as the third-party evaluations by external advisors. Evaluation on Japan's ODA to the education sector in the Independent State of Samoa, and evaluation on Japan’s ODA to road and bridge sector in Sri Lanka in sector evaluation, and country-led evaluation on Japan's grant assistance for grassroots human security projects (Afghanistan) in aid modality evaluation were executed by recipient countries as their own evaluations. Evaluation study on Japan's ODA to the health sector in Thailand in sector evaluation was conducted by MOFA and NGO as a joint evaluation. As for project-level evaluation, we conducted both internal and third-party evaluation on the same project. The summaries of these evaluations are introduced as below. For the whole statement of each evaluation result, please see MOFA website; http://www.mofaj.go.jp/mofaj/gaiko/oda/kaikaku/hyoka.html

2.1.2  Policy-level Evaluation

Country Policy Evaluation

(1) Country Assistance Evaluation of Zambia (Third-party evaluation)

- **Evaluation objectives**
  The “Country Assistance Evaluation of Zambia” was conducted to evaluate overall policy of Japanese Official Development Assistance (ODA) to Zambia, which has been implemented based on “Country Assistance Program for Zambia” (“the Program” hereinafter) formulated in October 2002. The evaluation results are expected to provide lessons and recommendations to be reflected for a revision of the Program for more efficient and effective implementation. It is also intended that the evaluation results are to be made open to the public in order to fulfill the accountability of the government in ODA projects provided to Zambia.

- **Evaluation scope**
  This evaluation was conducted on all activities (technical cooperation, grant aid, development study, etc.) based on the “Country Assistance Program for Zambia” since its formulation until December 2006. As for Zambia, it is rapidly experiencing aid coordination including role allocation and authority transfer among donors through PRSP (2002), and Joint Assistance Strategy for Zambia (2007). It also attempted to review aid coordination.

- **Evaluation results**
  (a) Evaluation of objectives
  - Japan’s ODA policy to Zambia was sufficiently consistent with Japan’s ODA Charter and development needs of Zambia. The sectors of Joint Assistance Strategy for Zambia (JASZ) that Japan was in charge of were also basically consistent with the Program for Zambia.
  - It can be pointed out that it is necessary to clarify

- **Evaluation Period**: July 2006 – March 2007
- **Chief Evaluator**: Yayoi Tanaka, Associate Professor, National Institution for Academic Degrees and University Evaluation / Member of the MOFA External Advisory Meeting on ODA Evaluation
- **Advisors**: Shuhei Shimada, Professor at Kyoto University Graduate School
  Shiro Kodamaya, Professor at Hitotsubashi University Graduate School
- **Consultant**: Mitsubishi UFJ Research and Consulting Co., Ltd.

Lusaka District Primary Health Care Project in Zambia
the relations between “objectives and means” of the Program for Zambia, and to narrow down the priority areas.

(b) Evaluation of outcomes

- Over the evaluation period, the amount of Japan’s ODA to Zambia has been reduced. This is notable when comparing with other donors. The most drastic cut in Japan’s ODA has been seen in the agricultural sector.
- The health sector received increased Japanese assistance, which resulted in effective control of infectious diseases, through coordination with other projects. Regarding the economic development sector, it was found that Japan’s infrastructure development received wide recognition in Zambia.

(c) Evaluation of process

- In the formation phase of the Program, task force based in Tokyo and the Embassy of Japan in Zambia conducted consultation with relevant parties in both countries, and exchanged opinions between themselves numerous times. Thus, the formation process was appropriate in that the Program reflected a wide variety of opinions.
- In the implementation phase of the Program, annual policy dialogues between Japanese ODA task force and the Government of Zambia were held. In addition to the ODA task force, Working Groups (WG) were organized by priority areas. In view of the regular communication, it was considered that aid implementation was conducted with appropriate consultation. While there is room for improving technical skills within each WG, the selection of priority areas for Japan’s aid and the empowerment of local ODA task force are both important issues to focus on.

■ Recommendations

(a) Need for clearer assistance strategy

<Recommendation 1>

Japan is required to formulate more strategic assistance policy considering possible diplomatic effects. In order to achieve this, it is essential to make assistance efforts and Japan’s foreign policy clearer and explain them externally within possible extent.

<Recommendation 2>

As for five priority areas, it is necessary to clarify why these five areas were selected and what there were behind the selections, further prioritize these five priority areas and allocate financial resources and human resources to them effectively.

<Recommendation 3>

It is desirable to place more efforts on public relations, such as putting up assistance strategy on the Web site and preparing English documents on the strategy.

(b) Traditional strengths and modalities of Japan’s assistance

<Recommendation 4>

Japan’s ODA is highly valued for its formation process, attitudes and direction of those projects. Therefore, this valuable strength of Japan’s ODA should be retained.

<Recommendation 5>

At donors’ meetings, diversity of modalities is the often-raised agenda and encouraged by Japan. It is suggested to provide a concrete and logical explanation of the diversity of modalities and its effective combination.

(c) Aid harmonization and alignment

<Recommendation 6>

In Zambia, budget support is about to be introduced. It is suggested that instead of the support, Japan offer technical assistance and advice to assess public expenditure management capabilities, and based on the results, provide assistance on capacity building and system designs.

<Recommendation 7>

Co-existence of the new trend of aid harmonization and Japan’s traditional approach is seen in the project formation. This point of view should be encouraged further at project formation stages.

(d) Implementation system

<Recommendation 8>

As a lead donor and active donor, it is necessary for the ODA task force to allocate human resources appropriately. Especially when Japan is engaged as the lead donor, the local ODA task force is required to possess high capabilities and techniques as well as to put in extensive amounts of work. It is necessary to consider manpower arrangements suitable for long-term work on appropriate arrangements of substitute staff.
(2) Country Assistance Evaluation of Bhutan (Third-party evaluation)

Evaluation Period: July 2006 – March 2007
Chief Evaluator: Kiyoko Ikegami, Director of the UNFPA Tokyo Office / Member of the MOFA External Advisory Meeting on ODA Evaluation
Advisor: Shun-ichi Murata, Professor of Kwansei Gakuin University / Director of the UNDP Tokyo Office
Consultant: International Development Center of Japan (IDCJ)

Evaluation objectives
This evaluation was conducted mainly for the following purposes: to (a) carry out a comprehensive evaluation of Japan’s ODA Policy to Bhutan, and specify areas that could be improved and make specific recommendations for conducting more effective and efficient assistance, (b) fulfill the government accountability to the public by publishing the results of the evaluation, (c) provide information that will be useful for the future development of Bhutan to the Government of Bhutan and other donors, and (d) contribute to public relations concerning Japan’s ODA to Bhutan.

Evaluation scope
There is no Country Assistance Program or assistance policy formulated for Bhutan, based on well-defined formulation guidelines and policy consultations. The official document, the Basic Policy on ODA to Bhutan contained in the Japan ODA Country Data Book (2006) (MOFA website; http://www.mofa.go.jp/mofaj/gaiko/oda/shiryo/kuni/06_databook/index.html. Hereafter, “basic policy”), and “the whole of Japan’s ODA to Bhutan in the last 20 years” in the “basic policy” have been evaluated.

Evaluation result
(a) Evaluation of objectives
• Japan’s assistance to Bhutan has been judged as consistent with the approach and goals of the higher policies, Bhutan’s development plans such as five year plans and GNH (Gross National Happiness), and the international agenda such as the MDGs.
• Japan has prioritized the agriculture and economic infrastructure sectors and not only Bhutan but also many other donors regarded Japan highly for providing assistance that combines “hard” and “soft” aspects of assistance. Therefore, it is concluded that Japan’s ODA to Bhutan did address Bhutan’s priority development issues, and was relevant.
• Given that no Country Assistance Program has been formulated and the only document available on assistance policy is the “basic policy,” it is insufficient as the methodology to disseminate Japan’s aid policy, aid objectives and aid strategy to the Government of Bhutan and to the public in Japan and Bhutan.

(b) Evaluation of outcomes
• Visibility of Japan’s ODA to Bhutan as represented by the work of Mr. Keiji Nishioka, the agricultural expert in Bhutan for 28 years since 1964 and other Japanese volunteers have greatly contributed to promoting favorable relations between Japan and Bhutan.
• Regarding the priority areas of “basic policy,” it is concluded that Japan has greatly contributed to the improvement of the high-input projects strongly requested by Bhutan such as “Rural and Agricultural Development,” and “Infrastructure Development”
(roads and bridges, electrification, information and communications). However, Japan’s contribution was limited on low-input projects such as “Social Development” and “Good Governance.”

(c) Evaluation of process

• It is concluded that Japan’s implementation process was appropriate through examining 6 viewpoints, namely, the actual conditions of Japan’s aid, project formulation and process of the actual implementations, communication with the officials of the recipient country, the aid institution of Bhutan, coordination with other donors, and coordination among Japan’s aid schemes.

• Japan does not have a diplomatic mission in Bhutan. Thus the local JICA office has been functioning as a representative office. Under such conditions, it is necessary to promote exchanges of opinions among Japanese relevant parties, as well as to strengthen their consensus in order to implement more effective and efficient aid project.

■ Recommendations

(a) Enhance the exchanges of views between the Embassy and JICA and continue the Bilateral Review Meeting with the Bhutanese side

<Recommendation 1>

For the future establishment of the ODA task force, it is necessary to hold regular meetings between the Embassy of Japan in India and the JICA Bhutan Office. Through this process they should reach a consensus at the policy-level on the Japanese side.

<Recommendation 2>

The Japan-Bhutan bilateral review meeting first held in Delhi in 2006 is important as a framework for policy dialogue between the two governments and it should be held regularly.

(b) Areas of assistance that should be strengthened

<Recommendation 3>

Bhutan is undergoing major change as the country works toward the formulation of the constitution, as well as the National Parliament election planned in 2008, it is important for Japan to continue its assistance for the area of “good governance.”

<Recommendation 4>

The upcoming 10th Five Year Plan starting from 2008 will put a strong emphasis on poverty reduction. It is necessary for Japan to review its cooperation to ensure that the kind of assistance and the target regions are in line with the upcoming plan and chosen with the focus on their contribution to poverty reduction.

<Recommendation 5>

Though Bhutan’s statistical data has improved greatly over the past few years, there is no doubt that assistance in this sector still continues to be necessary. In this light, one idea would be for Japan, in cooperation with UNDP and the Government of Bhutan, to commence assistance for this sector by firstly dispatching experts or volunteers to the Statistics Bureau or the Policy and Planning Divisions (PPDs) of the ministries related to Japan’s priority areas, etc.

<Recommendation 6>

In the JICA Country Program, some of the volunteer activities are incorporated into its assistance programs and this should be strengthened from now on. Regarding types of work positioned in programs, it is desirable to draw up a dispatch plan taking into consideration coordination with Japan’s other projects and the contribution volunteers can make to achieving objectives in the priority areas.

(c) Continue Public Relations Activities

<Recommendation 7>

The active public relations activities by the JICA Bhutan Office and the Ministry of Foreign Affairs of Japan promote understanding of Japan’s ODA to Bhutan both in Japan and Bhutan, and lead to the promotion of “visible” assistance. It is expected that these activities be continued in the future. Furthermore, the experience in Bhutan such as how to have the information about Japan’s assistance taken up in the local media could also be useful in other countries. Therefore, it is desirable to share the lessons learned from these experiences widely.
(3) Country Assistance Evaluation of Vietnam (Third-party evaluation)

Evaluation Period: July 2006 – March 2007
Chief Evaluator: Izumi Ohno, Professor of the National Graduate Institute for Policy Studies (GRIPS) / Member of the MOFA External Advisory Meeting on ODA Evaluation
Advisor: Masumi Shimamura, Associate professor of GRIPS
Consultant: International Development Center of Japan (IDCJ)

Evaluation objectives
This evaluation study was conducted to evaluate Japan’s assistance policy to Vietnam in general, to obtain lessons and make suggestions for conducting more effective and efficient assistance in the future, and to fulfill the government’s accountability by disclosing the evaluation results.

In Vietnam, a new five-year Socio-Economic Development Plan (SEDIP) (2006-2010) was approved by the National Assembly in June 2006, and the direction of the medium-term development vision for the next five years was clarified. Japan, as the top donor, considers it necessary to engage itself in revising the current Country Assistance Program (CAP) at this time from the perspective of responding to changes in the development challenges in Vietnam, respecting ownership of the Government of Vietnam and aid coordination.

Evaluation scope
Japan’s assistance to Vietnam since the “Country Assistance Program (CAP) for Vietnam” that was formulated in April 2004.

Evaluation results
(a) Evaluation of objectives
There are many commonalities regarding not only priority areas and issues, but also processes for the implementation of assistance among the current Country Assistance Program (CAP), Japan’s new ODA Charter, the new medium-term policy on ODA, and the Socialist Republic of Vietnam’s seventh and eighth five-year Socio-Economic Development Plans (SEDPs). It was confirmed that the priorities indicated in the CAP are on the whole consistent and in conformity with the higher-level policy documents. It was also confirmed that concentrated aid inputs have been generally given into the priority areas and issues from the perspective of “selection and concentration.”

(b) Evaluation of results
Looking at social and economic indicators for Vietnam, significant results have been achieved in the reduction of poverty under steady economic growth. It appears that assistance from Japan, as the top donor, has contributed greatly to these results both quantitatively and qualitatively. It is considered that Japan’s efforts to utilize both bilateral and multilateral channels through active participation in aid coordination have contributed to enhancing its aid effectiveness.

(c) Evaluation of process
The appropriateness of processes was judged in light of whether the processes of implementing CAP have ensured the relevance of policy objectives and the effectiveness of results. The appropriateness of processes was ensured through efforts in the four areas, namely, “sharing a medium-term vision with the Government of Vietnam (the GoV),” “planning and implementing aid policies with consistency,” “providing complementary and multi-layered support aimed at growth promotion” and “utilizing aid coordination as a means to achieve policy objectives.”

Recommendations
(a) It is anticipated that new socio-economic challenges will arise with Vietnam’s accession to the World Trade Organization (WTO), and Japan’s future assistance will have to pay greater attention to responding to these emerging challenges. It is recommended that Japan’s assistance approach be tailored to meet Vietnam’s diversifying developmental challenges and that wide range of knowledge of relevant stakeholders be mobilized and utilized.

(b) Clear indication of the priority areas and issues through a three-step method is innovative and commendable from the perspectives of “selection and concentration” of Japan’s aid inputs. It is important that this approach be continuously adopted. At the same time, taking into consideration the rapidly changing Vietnam’s development issues and needs, it is recommended that the future three-step method has a mechanism to implement flexible
The role of the local ODA task force in Vietnam is extremely important. It is necessary to further enhance the functions of the task force, including strengthening its analytical ability of sector-specific issues in Vietnam. At the same time, in order to sustain the efforts already made in Vietnam and to further spread them to other countries, there is a need that the head offices of MOFA, the Japan International Cooperation Agency (JICA) and the Japan Bank for International Cooperation (JBIC) make systematic efforts, including assigning qualified personnel in the fields, capable of utilizing the sector assistance strategy matrix, and training and developing such human resources in the long-term.

It is necessary to share a development vision with the Government of Vietnam in terms of the objectives to be achieved in five years from now on. It is recommended that the future CAP include performance indicators to facilitate efforts toward sharing a development vision.

Aid coordination was utilized as a means to enhance the effectiveness of Japan’s assistance in various respects, including the implementation of efficient aid in Vietnam and the intellectual dissemination of Japan’s development philosophy to the international donor community. It is recommended that building on the experiences in Vietnam, the head offices of MOFA, JICA and JBIC examine ways to accumulate intellectual knowledge and to construct international networks to support aid coordination.

The experiences in Vietnam suggest that complementary and multi-layered assistance through multilateral and bilateral channels is extremely effective. It is recommended that such assistance approach be promoted in various areas not only in Vietnam, but also in other countries.

The “examination mechanism for assistance volume” experimented in Vietnam is an innovative and noteworthy effort. At the same time, there is room for further improvement, including the objectivity in the examination process using evaluation items. It is recommended to review this experience in light of its operational implications and applicability to other priority countries and draw lessons in order to contribute to the ongoing discussions on a possible introduction of country-based allocation of aid budget.
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(4) Country Assistance Evaluation of Madagascar (Third-party evaluation)

Chief Evaluator: Tatsufumi Yamagata, Professor of the Institute of Developing Economies Advanced School (IDEAS) / Member of the MOFA External Advisory Meeting on ODA Evaluation
Advisors: Takumi Moriyama, Associate Professor, Graduate School of Arts and Sciences, University of Tokyo
Katsumi Hirano, Executive Director, Japan External Trade Organization (JETRO) Johannesburg
Consultant: KRI International Corp.

Evaluation objectives
This evaluation study was conducted to evaluate Japan’s assistance policy to Madagascar in general, to obtain lessons and make suggestions for conducting more effective and efficient assistance in the future, and to fulfill the government’s accountability by disclosing the evaluation results. At the same time, by providing information to the parties concerned in the Government of Madagascar and other donors, it will not only benefit the future development in Madagascar, but also benefit Japan in publicizing Japan’s assistance.

Evaluation scope
This evaluation targeted Japan’s assistance policies formulated in 1997 and revised in 2005.

Evaluation results
(a) Evaluation of objectives
The evaluation regarding the validity of purposes is generally high. There are three types regarding higher goals for assistance to Madagascar:
ⓐ Goals set by the Malagasy government; the Poverty Reduction Strategy Paper (PRSP) and the Madagascar Action Plan (MAP) which aims to materialize this strategy for the period 2007-2012;
ⓑ Goals set by the international community; the Millennium Development Goals (MDGs) and the TICAD Tokyo Action Plan; and
ⓒ Goals set by Japan; the ODA Charter and Medium-Term ODA Policies.

Japanese aid to Madagascar for the evaluation period has been conducted in consistent with the goals set by these three entities.

(b) Evaluation of process
The appropriateness of processes was largely satisfactory.

More specifically, there were no serious problems regarding the implementation process, namely: consistency between Japanese assistance implementation and its aid policy, coordination between policy-making organizations and implementing organizations, organization, staffing and evaluation system of the local ODA task force, communications and coordination with related government ministries/agencies in Madagascar, communications and coordination with other donors.

On the other hand, as for the policy-making process, the communication/coordination with Malagasy government officials was sufficient, and this point should be evaluated highly. But there is room for improvement regarding closer communication/coordination with other donors.
(c) Evaluation of outcomes

This study evaluates the effectiveness of results as high.

Although it is difficult to attribute relative contribution by Japanese assistance to specific development impact quantitatively, we have identified some of the projects which have proven to be highly effective.

Moreover, it is noteworthy that the Malagasy government ministries/agencies have frequently referred to the effectiveness of Japanese assistance.

With respect to the extent to which the development needs of Madagascar are reflected in Japanese assistance, all of the assistance areas are consistent with the priority areas under the PRSP, MAP, and Japanese assistance has been concentrated on the regions with high incidence of poverty. Therefore, the evaluation team considers that project formulation and implementation have generally reflected the needs of Madagascar. Assistance in governance and other sectors, which are priority areas of the Government of Madagascar but not covered by Japanese assistance, is provided by other donors such as USAID and UNDP. Therefore, all priority areas for Malagasy development are basically covered by Japan and other donors.

■ Recommendations

(a) Timing of PRSP formulation and the Country Assistance Program formulation

In the future, when Japan is to formulate a Country Assistance Program for a recipient country, sufficient attention should be paid to the timing of the formulation and revision of the PRSP of the recipient country. If and when Japan has the prospect of actively participating in donor coordination regarding the recipient country and such participation is considered desirable, the Country Assistance Program should be formulated in accordance with this timing.

(b) Extensive dissemination of information in the recipient country

When officials from donor countries do not quite agree with Japan’s way of implementing aid projects, it is not advisable to take that it comes from their lack of understanding. It is necessary instead for Japan to recognize that it would be the opportunity to actively disseminate information to the Government and society of Madagascar. One idea is to disseminate information of the notable projects through holding seminars in Madagascar.

(c) Transmission of the experience of assistance to Madagascar: Results of Asia-African Cooperation (South-South Cooperation)

It could be said that Asia-African cooperation in Madagascar can be very effective in some areas in the future. The main point of South-South cooperation is the fact that Japan can provide effective assistance even in areas where Japan lacks superiority. The success of South-South cooperation expands the possibilities for Japan’s assistance.

The success of the Asia-African cooperation in Madagascar provides a testimony supporting the further promotion of South-South cooperation, especially Asia-African cooperation in other developing countries.
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■ Evaluation objectives

This evaluation was conducted to draw useful lessons and give recommendations for implementing assistance more efficiently and effectively towards the formulation of the “Country Assistance Program for Morocco” scheduled in the fiscal year 2007, and to fulfill the accountability of the government by announcing evaluation results.

■ Evaluation scope

This evaluation targets at Japan’s development assistance policy (“assistance policy” hereinafter) for Morocco as well as the ODA projects from the fiscal year 2000 to 2005. As Japan has not formulated a “Country Assistance Program for Morocco” so far, the evaluation regarded the following three items as the “assistance policy” for Morocco: 1) the six “priority areas” agreed at the policy consultation in 1999; 2) “the meaning of the ODA for Morocco” stated in the Japan ODA Country Data Book of the Japanese Ministry of Foreign Affairs (2006) (MOFA website; http://www.mofa.go.jp/mofaj/andshiryo/kuni/06_databook/index.html); and 3) the “basic principles of the ODA for Morocco” written in the same book.

■ Evaluation results

(a) Evaluation of objectives

The assistance policy for Morocco has high relevance with the development needs of Morocco and we considered it appropriate. In particular, Japan’s assistance policy to keep the reduction of area gap and poverty as its top agenda among six priority areas and to handle other priority areas in a cross-cutting manner was appropriate. Meanwhile, the relationship between high objectives and priority areas was not systematically adjusted, and poor in strategy.

(b) Evaluation of outcomes

At the project level generally, various outcomes and impacts have been observed such as the improvement of living conditions in the targeted areas, and the promotion of capacity development of manpower and aid agencies in Morocco. Visible results have been observed especially in the areas of agricultural industry, water resource development and transport infrastructure, which contributed not only to forming a foundation of economic growth and improvement of living conditions in local areas but also to the reduction of area gap which is priority area.

(c) Evaluation of process

Through Japanese good understanding of Moroccan development needs, close contacts among parties concerned and appropriate consultations and exchange of opinions with Moroccan side, projects which meet Moroccan needs and Japanese priority areas have been effectively formulated and adopted. However, due to

(5) Country Assistance Evaluation of Morocco (Third-party evaluation)

Evaluation Period : August 2006 – March 2007
Chief Evaluator : Hiroko Hashimoto, Professor of Jumonji University / Member of the MOFA External Advisory Meeting on ODA Evaluation
Advisor : Masaki Horiuchi, Professor of Seikei University
Consultant : Global Link Management

Rural Secondary Education Expansion Project (loan assistance project)

Junior high school girls have now access to educational opportunities
Japanese procedures of projects adoption, projects sometimes cannot be implemented at the timing requested from the Moroccan side. In order to improve this situation, Japan is now making efforts through the improvement of aid predictability (introduction of medium-term aid project implementation plan) etc.

**Recommendations**

(a) Reinforcement of strategic characteristics

<Recommendation 1: Review of the significance, positioning and appropriate budget size of development assistance towards Morocco>

In the formulation of a Country Assistance Program for Morocco in 2007, it is required to review the positioning of the development assistance for Morocco in the development assistance framework for the Middle East and Africa, the significance and advantages, and appropriate budget size of the development assistance.

<Recommendation 2: Readjustment of the “priority areas”>

In the formulation of a Country Assistance Program for Morocco, it is essential to take into consideration two assistances: (a) sustainable economic growth and social development; (b) poverty reduction and reduction of area/social gap. With these two respects in mind, it is effective to readjust generally priority areas in accordance with Morocco’s needs, Japan’s high objectives, aid performances and comparative superiority.

<Recommendation 3: “Selection and Concentration” of targeted areas in reducing area/social gap and comprehensive regional development>

It is effective to set up selection standards for target locations for the reduction of area/social gap as a consensus of Japanese assistance organization (All-Japan).

<Recommendation 4: Participation in the National Initiative for Human Development (INDH)>

Though the Japanese Government has already informed the Moroccan Government of its intention to give assistance by using existing aid modalities without budget support in accordance with the goals and spirit of INDH, it is necessary to obtain Moroccan understanding that Japan will give continued aid within the framework of the reduction of poverty and area/social gap.

<Recommendation 5: Promotion of assistance for environment and sustainable development>

It is recommended that Japan will continue to support in environment issues more actively because of Morocco’s needs as well as Japan’s comparative advantages. Donors such as Germany, EU and France have achievements in this field, thus it is vital for Japan to exchange information with these donors.

<Recommendation 6: Promotion of Tripartite Cooperation>

The government of Morocco has been actively promoting the Tripartite Cooperation. Taking account of the Japanese contribution in the past, it is beneficial to consider the Tripartite Cooperation as the points for special attention in Country Assistance Program. Meanwhile, in the project execution, it is necessary to select projects strategically by taking full consideration of the significance of tripartite cooperation through Morocco.

(b) Reinforcement of the cross-cutting viewpoint such as poverty reduction and the reduction of the gender-gap

<Recommendation 1: Increased care to the poor and the socially disadvantaged and the strengthening of the protection of cultural diversity>

In the light of the heavy burden of residents in the implementation of rural electrification and water supply projects, it is crucial to pay increased care to the poor and the socially disadvantaged at all stages from the appraisal stage to the ex-post fact evaluation stage. Also in the light of the special social fact that most of the poor region are residential areas of the Berber, it is desirable to incorporate the protection of cultural diversity as a point for special attention in the prospective Country Assistance Program.

<Recommendation 2: Strengthened support in reducing the gender-gap>

Although some projects were formulated and implemented with the special emphasis on the reduction of the gender-gap, the Japanese ODA in Morocco has not reached the stage of assisting the Moroccan Government in formulating and implementing the gender policies like EU. Therefore, in addition to the continuous support for gender issues, enhanced cooperation would be sought at
the policy-level in consistence with the Gender and Development (GAD) initiative, which was adopted by the Government of Japan in 2005.

(c) Utilization and cooperation of various aid modalities

<Recommendation 1 : Reinforcement of cooperation of different aid modalities/ diversification of patterns of cooperation>

It is effective to find various patterns of cooperation such as the following:

ⓐ Grant aid + technical cooperation (+ tripartite cooperation);
ⓑ Comprehensive regional development by jointly implementing projects in the same region through the cooperation of aid modalities;
ⓒ Dispatching JOCVs and Senior Volunteers and implementing Grassroots Human Security Grant Aid Projects in concert with ongoing projects;
ⓓ Planning and implementation of a development study together with a loan project;
ⓔ Combining a loan project with technical cooperation so that the latter can complement the former; and
ⓕ Assist the reform of sectors where Japan has comparative advantages.

<Recommendation 2 : Continuous support with grant aid and utilization of various aid modalities>

Morocco’s development needs are shifting from the stage of “Grant and Technical Cooperation” to that of “loan and investment.” Considering several factors such as the deep-rooted poverty, area/social gap and the vulnerability to natural disasters, however, it is effective to find the applicable projects of grant aid.

<Recommendation 3 : Utilization of volunteers and ex-trainees of JICA>

Since continuous assistance to reduce area gap is required, it is expected to dispatch senior volunteers and JOCVs in line with new priority areas, taking into account the cooperation of ongoing projects. It is also expected to consider concrete ways to actively utilize ex-trainees and members of alumni association of ex-trainees of JICA.

(d) Improvement in the formulation of a development assistance policy and the implementation process

<Recommendation 1 : Improvement in the formulation process of a development assistance plan>

It is important to enhance the relevance with the needs at the field level in the following ways:

ⓐ To sort out systematically basic policy, policy areas, cross-cutting viewpoint and issues for attention;
ⓑ To actively involve the local ODA task force with the policy formulation from the first draft as a contact point with the Moroccan side;
ⓒ To utilize fully the rolling plan on loan projects of Japanese Government and the JICA/JBIC joint country program under consideration.

<Recommendation 2 : Simplification, acceleration and increasing transparency of the procedures in the project formulation, selection and adoption>

In the framework of the overall ODA reform in Japan, there is a need to promote the delegation of authority and increase of manpower to field offices, and review the single-year budget in order to ensure the simplification. It is also beneficial to utilize the Disaster Prevention and Recovery Grant, which can quickly respond to the rehabilitation after natural disasters. On the other hand, it is required to increase the transparency of the process of the adoption of projects by giving full explanation to the Moroccan side.
(e) Reinforcement of the field capacity

<Recommendation 1: Strengthening of the teambuilding of the ODA task force>

Further consistency among MOFA, JICA and JBIC of strategies and policies and their increased collaboration is essential.

<Recommendation 2: Utilization of Moroccan staff and JICA ex-trainees>

From the perspective of maintaining the relations with Morocco as well as promoting public relations in Arabic language, it is encouraged to fully utilize local staff and the ex-trainees of JICA.

(f) Promotion of the alignment with the national strategies and systems of Morocco and harmonization with other donors and increase of the presence of Japan

It is necessary to continuously cooperate with other donors to realize the simplification and acceleration of the project adoption procedures, harmonization of formats of Domestic Competitive Bidding, joint implementation of the Country Procurement Assessment Review (CPAR) and cooperation with other donors in specific fields. It is essential to enhance Japan’s presence in the donor community through various approaches such as the enhancement of public relations.

Priority Issue Evaluation

(1) Evaluation of Japan’s ODA for Agriculture and Rural Development (Third-party evaluation)

Evaluation Period: July 2006 – March 2007
Chief Evaluator: Masato Noda, Board member, Nagoya NGO Center/Associate Professor, Chubu University, Member of the MOFA External Advisory Meeting on ODA Evaluation
Advisor: Tetsuo Matsumoto, Professor, International Cooperation Center for Agricultural Education, Nagoya University
Consultant: IC Net Limited

■ Evaluation objectives

From the viewpoint of human security, this evaluation study aims at reviewing the contribution of Japanese ODA for poverty reduction through improvement of agricultural productivity, food security and livelihood in the field of agriculture and rural development; extracting lessons learned and propose recommendations as references for policy review and implementation of more effective and efficient aid activities for agriculture and rural development; and ensuring public accountability by releasing the evaluation results, as well as giving feedbacks to the partners of international cooperation, donors, NGOs, civil society and beneficiaries.

■ Evaluation scope

Japan’s policy-level approaches in the field of agriculture and rural development concerning Grant aid, yen loan, technical cooperation, Grant Aid for Japanese NGO Projects and the Grassroots Human Security Projects; Japan’s bilateral aid to Thailand, Bangladesh, Ghana and Peru in the agricultural and rural sector between FY 1996 and FY 2005.

■ Evaluation results

(a) Evaluation of objectives

Japan has been the top donor in the agriculture and rural development sector, and its aid policy in this sector was reviewed in terms of consistency with the ODA Charter and the Medium-term Policy on ODA, the recipient country’s policies for agriculture and rural development and international development goals and trends of this sector. In this regard, Japan’s aid policies are assessed as appropriate. However, it is important for Japan to exercise leadership as the largest donor in the sector among the DAC member countries and to improve sectoral policies for agriculture and rural development in order to continue effective and sustainable assistance.

Every case study country attaches great importance to agriculture and rural development, and Japan’s agriculture and rural development assistance can be evaluated suitable from the perspective of its contribution in poverty reduction, its consistency with...
the partner country’s policies for agriculture and rural development, and its conformity with aid policies of the Japanese government.

(b) Evaluation of outcomes

Japanese aid in the agriculture and rural sector has been declining in recent years. In terms of geographical distribution, agricultural and rural aid is concentrated in Asia, with notable increases and diversification in Africa and Latin America. Also, it is found that more than 90 percent of Japanese assistance in the sector is concentrated in aiming improvement of agricultural productivity and income.

In the targeted countries, improvement of agricultural productivity is achieved by assistance to irrigation development, water management, and rural finance, contributing to increased harvest and income as well as reduction of poverty. There is an example of ensuring food security by increasing self-consumed food products. Improvement of rural income is achieved through various processes such as rural infrastructure, facilitating village-level community activities, increasing non-agricultural income, and enhancing rural livelihood.

(c) Evaluation of process

- The ODA task forces endeavor to coordinate various aid schemes for efficient utilization of limited resources.
- There is room for streamlining and accelerating the processes when assessing and selecting projects that are requested by the partner government.
- Institutional capacities of implementing government significantly influence the effectiveness of aid projects, and these capacities are essential for achieving sustainability after project completion. In case an implementing organization of a partner government is weak in financial and institutional capacities, it often affects its self-development as well as efficiency of aid implementation.

### Recommendations

(a) Recommendations on Aid Policies in the Agriculture and Rural Development Sector

- Establishment of sectoral assistance policies from the viewpoint of human security
- Facilitation of programming Country Assistance Programs and Country Assistance Implementation Plans
- Strengthening institutional memory, impact monitoring and evaluation

(b) Recommendations on Agricultural and Rural Development Aid Programs

- Strengthening cooperation with NGOs/civil society and effective utilization of related schemes for achieving human security
- Enhancing strategic institutionalization of synchronic and diachronic coordination among schemes by the ODA task forces
- Analysis and application of good practices such as application of Japan’s experiences in the agricultural and rural development sector to developing countries
- Consideration for the gap between and within regions and for socially vulnerable groups
- Analysis of implementation structure appropriate for multi-sectoral projects and continuous effort
- Strengthening of ex-ante and ex-post evaluation
- Utilization of the market mechanism and coordination with JETRO and the private sectors
- Establishment of institutional memory to improve human resources and financial sustainability of partner countries
- Assistance to emerging donors and establishment of the center for south-south/regional cooperation
Utilization of ODA Evaluation Report in Development Education in Universities; toward improvement of the quality of international cooperation, the expansion of its lower end and the development of future leaders

Masato Noda, Member of the External Advisory Meeting on ODA Evaluation/Associate Professor, Department of International Relations, Chubu University

1. Introduction

Today, Japan’s international cooperation has reached a turning point. Japan’s provision of Official Development Assistance (ODA), which in the past boasted the top amount in the world, has been reduced because of the severe fiscal situation, and has dropped to the third place in the world. On the other hand, the G8 Summit and the 4th Tokyo International Conference on African Development (TICAD IV) were held in Japan in 2008, and the expectation to the contribution of Japan as the world’s second largest economic power in the international community has been increasing, especially concerning development cooperation.

Japan’s international cooperation is facing the two conflicting urgent problems; the reduction of ODA in the national budget and the expectation of the international community toward Japan’s ODA. In order to overcome this difficult situation, the author places emphasis on the following two points: Firstly, improvement of ODA through evaluations and the realization of effective assistance within the limited ODA budget based on “selectivity and concentration” and secondly, “the expansion of lower end and the upgrading of tops” through development education. In other words, it is important to ensure accountability to the public (tax payers), who are the supporters of international cooperation and to enhance understanding toward Japan’s international cooperation as a member of global community, as well as to develop human resources for development cooperation, the top players to implement high-quality international cooperation from the standpoint of human security.

2. Utilization of ODA evaluation report as a teaching material for development education

Seen from the above viewpoint, it goes without saying that the ODA evaluation report helps to improve the quality of ODA. More importantly, it is in fact the first-rate teaching material for development education in universities, and a practical material with high quality which is associated with Japan’s ODA policy. First of all, it covers Japan’s priority issues and countries, and it enables students to know the latest information on “What is the most important issue now for Japan’s ODA?” through comparison across borders and issues, as it adopts the common method based on the DAC five evaluation criteria. Secondly, as the evaluation on ODA is related to present ODA policies, students can actively think about “How should Japan’s ODA be?” from the viewpoint of the person in charge of the policies.

Such characteristics of the ODA evaluation report owe greatly to the unique operational process of “External Advisory Meeting on ODA Evaluation” and ODA Evaluation Division, International Cooperation Bureau, Ministry of Foreign Affairs. High-quality analysis and recommendations are made based on the new and
fresh information obtained not only through document research but also through field surveys by researchers who play active role in the front lines, journalists and NGO members, with the support from the Ministry of Foreign Affairs, overseas diplomatic missions and implementing agencies.

3. An example of the utilization of ODA evaluation report: problem-solving project led by students

Here, the author would like to introduce briefly how the ODA evaluation report is used in university education for reference. In the author’s seminar, the student-led problem-solving method which is utilized in British graduate schools for international development is adopted. Students consult on the problem which the professor assigns in groups in project-study method. For instance, in this autumn semester, students are working on “Globalization and Rural Development,” as the author served as the chief evaluator in “Evaluation of Japan's ODA for Agriculture and Rural Development.”

In the first stage, the author gives an introductory lecture on “What is the problem in agricultural and rural development under globalization, and what kind of assistance has Japan provided under its ODA policies?” based on the ODA evaluation report. In this lecture, some efforts are made to enable students to work on the issues with reality, by projecting the images of the fieldwork and introducing some episodes from the field. In the second stage, students read the ODA evaluation report by themselves, and also access to other references such as the reports of JICA, JBIC and other international agencies, to deepen their understanding of the issue. In the third stage, students set research questions such as “What are the positive and negative aspects of agricultural and rural development that developing countries face under globalization?” “How are the governments of developing countries, NGOs and people tackling these issues?” “What kind of assistance can Japan provide?” based on the specific cases of developing countries and the practices of development agencies, and specifically make analyses and present recommendations for the solution of problems. Then, they make presentations after having prepared written reports. In addition, all the students in the author’s seminar study abroad or conduct overseas fieldworks, and some of them participate in the “ODA Citizen Monitor Framework” of the Ministry of Foreign Affairs.

Conclusion

As observed above, it goes without saying that the ODA evaluation report helps to improve the quality of ODA, and by using it as a development study material in universities, its value will be further enhanced. The author wishes to contribute to the expansion of the supporters of international cooperation, as well as to the nurture of human resources who will be the top players of the future international cooperation and the members of global community engaged in the issues of global communities as “global citizens,” through practical lectures in the problem-solving method.

(2) Evaluation on Japan’s Assistance for Forest Conservation and its Contribution to Global Issues (Third-party evaluation)

**Evaluation Period:** July 2006 – March 2007  
**Chief Evaluator:** Katsuya Mochizuki, Director in Charge, Inter-disciplinary Studies Center, Institute of Developing Economies / Member of the MOFA External Advisory Meeting on ODA Evaluation  
**Advisors:** Misa Masuda, Associate Professor, Graduate School of Life and Environmental Sciences, Tsukuba University  
Yoshiki Seki, Researcher, Institute for Global Environmental Strategies  
**Consultant:** IC Net Limited

- **Evaluation objectives**
  This study is conducted to evaluate various activities by Japan’s ODA on forest conservation including its multiple effects (prevention of global warming, conservation of biodiversity, etc.). Also, the study aims to draw lessons learned and to come up with
recommendations for more effective and efficient assistance and to ensure accountability by releasing the evaluation results to the public.

**Evaluation scope**

This evaluation study covers Japan’s assistance in the field of forest conservation (loan, grant aid, and technical cooperation) that started between FY1999 and FY2005, especially focusing on the projects which aim at forestation and forest management. China and India are selected as case study countries, as Japan implemented a number of targeted projects in these countries, allowing comprehensive policy-level evaluations.

**Evaluation results**

(a) Evaluation of policies

- Forest conservation is clearly stated in Japan’s Medium-term Policy on Official Development Assistance and Environmental Conservation Initiative for Sustainable Development (EcoISD), and thus Japan’s efforts on forest conservation are assessed consistent with high-level policies. Also, it is evaluated that Japan’s efforts on forest conservation are highly appropriate, as they are consistent with “country assistance programs” and the development policies and needs of partner countries.

(b) Evaluation of outcomes

- ODA disbursement in the forest sector remains at a certain level, although the total amount of ODA has been on the gradual decline. The evaluation team cannot observe clear changes in the disbursement corresponding to changes in high-level policies. Planned outputs are generally achieved when projects are completed. No critical delay can be observed even in the ongoing projects. Although it is difficult to grasp the impacts of overall assistance at the time of this study, it is expected that assistance effectiveness is generally assured.

- As for the prevention of global warming, although the evaluation team can confirm the total forestation areas etc., the team cannot measure their direct effects on the prevention of global warming. As for the measures against desertification, many of the projects are conducted to facilitate forestation in wasteland and desert land and a certain level of contribution can be expected in this regard. Concerning conservation of biodiversity, efforts are made to some extent, such as through the adoption of indigenous species for trees planted etc., its contributions to the conservation of biodiversity can be considered limited. Also, for rural livelihood improvement/poverty reduction, many projects aim to contribute to the distribution of forest products and poverty reduction, and they are expected to contribute to the increase in the income of local people.

(c) Evaluation of process

- It is pointed out that cooperation based on comprehensive frameworks including collaboration among different assistance schemes is insufficient, the establishment of long-term monitoring system is inadequate, and there hasn’t been policy consultations that encourage partner countries to work on environmental conservation proactively.

- Policy consultations with partner countries, collaboration with other donors, application of Japan’s experience and technology, and project monitoring can be considered appropriate, and in general the adequacy of process is highly evaluated.

**Recommendations**

(a) Recommendations for successful forest projects

<Recommendation 1>

In forest projects, it is important to incorporate consideration for poverty reduction, such as by improving the livelihood of rural household who commit to tree plantation, through combining long-term commitment to poverty reduction and reforestation into the same package.

<Recommendation 2>

For successful forestation projects of loan assistance, Japanese government should consider whether partner countries are equipped with: 1) a clear national policy
and goals; 2) basic technical background in plantation and forest management; and 3) strong leadership.

(b) **Recommendations for further strengthening bilateral cooperation in the field of “global issues”**

**<Recommendation 3>**

Global issue is less relevant to the needs of local residents. Under these circumstances, few bilateral projects can be identified through the request based process. For that reason, Japan should show its strong intention to emphasize global issues to partner countries, and encourage their efforts to discover and formulate projects that contribute to those global issues. It is important for Japan to give necessary support to such countries to formulate projects to fulfill their responsibilities to abide by international treaties, and to create environment that allows Japan to request priority to such project. For this purpose, it is necessary to strengthen a clear mechanism to reflect government policies on international treaties in Japan’s ODA projects.

**<Recommendation 4>**

Multiple functions of forests relate to many global issues. By mentioning these merits clearly as secondary effects, the projects’ relation to global issues must be shown in the project design.

(c) **Recommendations for better use of forest conservation technologies**

**<Recommendation 5>**

It is necessary to establish the system in which data and information on different natural environment and the relationship between forests and local community are collected and applied to project if necessary.

**<Recommendation 6>**

Use of preceding successful examples of countries with similar political, economic and natural conditions--“good practice”-- is effective not only within country but also in neighboring countries. Human resources should be used effectively such as through inviting experts from neighboring countries.

(d) **Recommendations for effective monitoring and evaluation**

**<Recommendation 7>**

Long-term monitoring and evaluation is necessary to measure the multiple effects of forest. In the long-term evaluation unexpected changes of situation should be fully considered. Also, it is expected to conduct comprehensive evaluation by using indicators on not only forest areas but also on forest quality.

(3) **Evaluation on Japan’s Support for Regional Cooperation – A Case Study of Central America (Third-party evaluation)**

[Table with details]

- **Evaluation Period:** August 2006 – March 2007
- **Chief Evaluator:** Yoshikazu Imazato, Editorial Writer, The Tokyo Shimbun / Member of the MOFA External Advisory Meeting on ODA Evaluation
- **Advisor:** Yasushi Maruoka, Associate Professor, School of Business Administration, Ishinomaki Senshu University
- **Consultant:** IC Net Limited.

- **Evaluation objectives**

This evaluation study is conducted to evaluate Japan’s completed/ongoing assistance for regional cooperation, to draw lessons and present recommendation, and fulfill the government’s accountability by disclosing the evaluation results to the public.

- **Evaluation scope**

Support for regional cooperation through ODA (Although there is no standard definition of “support for regional cooperation” at this point, this report defines it as “support intended for the framework of..."
regional cooperation that is implemented to promote its purpose and that deals with common challenges of the region,” distinct from the term “support for region-wide cooperation.”

■ Evaluation results

(a) Evaluation of objectives

[Relevance In terms of International Trends]

Japan’s support for regional cooperation aims at responding to the development and progress of regional cooperation frameworks after the end of the Cold War. It also aims at assisting the framework of regional cooperation that faces actual challenges for satisfactory development.

[Consistency with Japan’s High-level Policies]

In view of the ODA Charter and ODA’s midium-term policy, Japan’s support for regional cooperation is relevant.

[Consistency with the Needs for Regional Cooperation in Central America]

Japan’s support for regional cooperation in Central America has a mechanism that addresses the issues that require assistance according to the concepts of Central American integration and its stages of progress, by making the “Japan-Central American Forum for Dialogue and Cooperation” that was established in 1995 the window for a larger framework of aid. In this way, consistency between the needs of the Central American nations and Japan’s support for regional cooperation is sustained.

[Consistency with Japan’s High-level Policies towards the Region]

The Tokyo Declaration, Japan’s high-level policies towards the Central American region, states that Japan “reaffirms that it is prepared to support the process of Central American integration and to continue to support region-wide projects.” Similarly, “Action Plan” and "Initiative for Central American Cooperation Network" are put forward to facilitate Japan’s region-wide cooperation.

[Consistency with Priority Issues from the perspectives of International Community]

In view of “promotion of free trade and open economy,” which is the priority issue for the Central American region under the present international situation, Japan’s support for regional cooperation is considered appropriate in terms of the following two points: “aid for infrastructure building and improvement” and “support measures for the marginalized.”

[Japan’s Comparative Advantage to Other Donors]

Japan’s support for regional cooperation proves to be highly evaluated by the local media and other donors. Also some noted Japan’s implementation system as one feature of Japan’s comparative advantage.

[Relevance in Terms of Regional Characteristics]

After the “Lost Decade” of the 1980s, the Central American countries are addressing democracy promotion and "promotion of free trade and open economy." Considering such paradigm shift, it can be concluded that Japan’s support for regional cooperation in this region is relevant in view of its timeliness that it was implemented after the peace agreements and the foundation of SICA, and also in terms of the details of assistance which consist of technical cooperation that promotes exchange of technical knowledge and grant and loan assistance that promotes economic integration and material flow.
(b) Evaluation of outcomes

- It is noted that Japan’s support for regional cooperation contributes to development and progress of regional cooperation from the viewpoint that “it enables efficient dissemination of technical know-how from one country to neighboring countries,” “it enables to promote exchange of people across borders,” and “it makes it possible to address the issues that cannot be easily dealt with in a bilateral framework.”

- Japan’s support for regional cooperation has brought about some effective results from the viewpoint that it “helps to evoke self-confidence of underdeveloped nations within the region” and “promotes the exchange of people within the region,” in realizing the goals of the Central American integration such as sustainable development, peace and democracy building which involve economic, political and social integration.

- Not only the effective results are observed in the field of countermeasures against Chargas disease, infrastructure building and improvement, mathematics teaching, disaster prevention, integrated management of waste and assistance for the police, but also their continued effects are expected.

- As for the advantages not present in bilateral cooperation, “promotion of sharing knowledge and technical experience in the region,” “capability to deal with transnational issues,” “efficiency by way of cost reduction in implementing assistance,” and “contribution to promote economies of scale” were confirmed.

(c) Evaluation of process

- Evaluating “Process” of the Project Formulation Phase of Japan’s Support for Regional Cooperation

It is pointed out that there is lack of solidarity in the process of consensus making on Japan’s part, and that there is hardship in cooperation with regional organizations because of insufficient operational capabilities.

- Japan’s support for regional cooperation is implemented in a process similar to that of bilateral aid. This results in problems such as insufficiency in the cooperation with the regional organization at the implementation phase, insufficient capability of estimating the necessary size of aid input when transferring and spreading accomplishment in one country to its neighboring countries, and lack of solidarity among recipient countries on when to start or finish the project.

- Japan’s coordination with other donors may be promoted by cooperating with the regional organization. Also, partnership with other donors depends on trends in donors’ inclination toward cooperation and their perceptions.

Recommendations

- As the international community in the post-Cold War era seeks to build a new order, the framework of regional cooperation is important in creating a wider basis for peace and stability. The significance of support for regional cooperation lies in its ability to promote this important regional cooperation to achieve peace and stability in the region. Moreover, support for regional cooperation may contribute to Japan’s national interests. Thus, Japan should continue to support regional cooperation.

- It is necessary to reorganize the concept of support for regional cooperation. Also, the implementation of support should be flexible, focusing on the achievement of the purpose. It will be required to take note of the operational capabilities of a regional organization, and collaborate only when it is possible, and if not, attempt collaboration to the extent where it is possible.

- As for the concrete strengthening measure and the improvement of process, the region-wide (regional) task force should be utilized effectively and its function should be strengthened as a forum for coordination and consensus building.

Support for regional cooperation plays a significant role in promoting “regional stability.” The impact of the effort is not only disseminated in the region but also benefits Japan’s own national interests. Therefore, in promoting support for regional cooperation efforts, the budget must be allocated with flexibility, without restrictions of the framework of bilateral cooperation. It is also necessary to strengthen regional organizations in order to enhance cooperation. In addition, coordination with the funds Japan has contributed to international organizations and partnership with other donors should be considered.

- For the maximized device and efficiency in the implementation phase, it is necessary to assess the transition plans and to make an interim review for the Action Plan. Also, accumulation of experience,
or trial and error, in balancing “expectations for efficiency” and the required amount of activities is needed, and after continuous accumulation, such experience should be organized in a systematic way. In addition, support for regional cooperation in certain fields may generate a maximum impact — which is not possible with bilateral assistance — only when the assistance is implemented concurrently in various countries. Ideally, in these fields, the initiation and progress of assistance should be coordinated multilaterally as much as possible.

Port of La Unión, Japanese loan assistance project

2.1.3 Program-level Evaluation

Sector Program Evaluations

(1) Evaluation Study on Japan’s ODA to the Health Sector in Thailand (Joint evaluation with NGOs)

Evaluation Period: August 2006 – March 2007
Evaluators etc.: (NGO)
Koyu Furusawa, (NPO) Trustee, Japan NGO Center for International Cooperation
Mayumi Yamazaki, (NPO) Trustee, Nagoya NGO Center
Yukio Yoshii, Senior Deputy Director, ODA Evaluation Division
Chiharu Umezawa, ODA Evaluation Division
Mihoko Kikuchi, ODA Evaluation Division
Taro Yamamoto, Deputy Director, Global Issues Cooperation Division
Hiroyuki Oshima, Global Issues Cooperation Division  (December 2006)
Yoko Takushima, Global Issues Cooperation Division  (January 2007-)
Jun Nakazawa, First Country Assistance Planning Division
Shunsuke Iwasawa, Grant Aid and Technical Cooperation Division
(Consultant) Mitsubishi UFJ Research & Consulting Co., Ltd.

■ Evaluation objectives

While this is the sector evaluation conducted jointly with NGOs, it aims to extract lessons and provide suggestions for implementing more effective and efficient assistance to Thailand’s health sector, to acquire lessons and suggestions for better cooperation and collaboration with NGOs, and to fulfill the accountability to Japanese citizens and promote their understanding for Japan’s ODA through the announcement of findings.

■ Evaluation scope

The evaluation focuses on the series of aid provided to Thailand’s health sector after the introduction of “Japan’s Country Assistance Program for Thailand” (2000).

■ Evaluation results

(a) Evaluation of objectives

- Overall, Japan’s ODA to Thailand’s health sector is consistent with the National Health Development Plan under the 9th National Economic and Social Development Plan of the Thai government. At the same time, it is consistent with Thailand’s intention to provide international assistance to neighboring countries as an emerging donor.
Chapter 2 An Overview of Evaluation Results

- Japan’s aid plan for Thailand’s health sector has been drawn up in consideration of the ODA Charter, midium-term Policy on ODA and “Health and Development” Initiative. The plan is consistent with each of them.

- Basically, the aid projects conducted during this evaluation period are consistent with the priority issues stated in “Japan’s Country Assistance Program for Thailand” (2000). At the same time, aid projects implemented during this period are consistent with the requirements stated in “Japan’s Economic Cooperation Program for Thailand” (2006). Projects designed for regional cooperation are also consistent with the Program. Through “Grant assistance for grassroots human security projects,” substantial amount of support was provided to the Thai government in consideration of the necessity of the situation at that time. This is considered to be in line with the Program as aid to the government sector and does not defeat its purpose.

- In the future, there is a need to examine the ways to respond to the changes in Thailand’s needs.

(b) Evaluation of outcomes

- It is found that most of the current projects are the continued projects which have been implemented prior to the period covered by this evaluation; that capacity development has become the main area of focus; and that the scope of aid focused on human resource development has also expanded to the neighboring region including Cambodia, Laos, Myanmar and Vietnam, which is highly appreciated by the participants from neighboring countries.

- Quantitatively, in the Thailand’s health sector, Japan provides the largest assistance. As Thailand becomes more self-dependent, Japan’s aid is being provided in “a focused” style except when dealing with new issues such as declining birthrate and the aging society.

(c) Evaluation of process

- It is pointed out from the perspective of Thailand that Japanese communication with Thai government at the central level is insufficient. At the same time, it should be noted that Japan’s ODA policy and project achievements have not been well recognized by Thai central government officials. Also, similar problems are pointed out by other donors and NGOs.

- Lack of communication between the Japanese Embassy and ODA implementing organizations in launching new projects has been pointed out. Furthermore, in regional cooperation, communication between JICA offices and Japanese Embassies in respective countries should be improved. It has also been indicated that cooperation be reinforced among MOFA, Ministry of Health, Labor and Welfare, and other ODA implementing organizations involved in supporting the health sector of Thailand.

- In Thailand, the Japanese style of rigid planning and implementation is received in two ways. While some feel that it is an effective style, some indicate that there is room for improvement.

■ Recommendations

<Recommendation 1> Clarify priority issues appropriate for the upper-middle-income country

It is necessary to establish a model of assistance for Thailand based upon “selectivity and concentration” as “a model for an upper-middle-income country.” This is an issue commonly observed in NGO activities.
● Strategic measures for capacity development

In recent years, much of the aid to Thailand from Japan has converged on capacity development such as human resource development, which has been highly regarded by Thailand. The program should take full advantage of capacity development to which Japan can contribute most.

● Focus on “regional cooperation” for human resource development

An emphasis on human resource development will continue to be the dominant approach for future regional cooperation, as Thailand recognizes the effectiveness of training of trainers in regional cooperation.

● Approach for mutual development

A mutual approach to building an “upper-middle-income country model” should be developed considering the partnership between Japan and Thailand.

● Realization of an upper-middle-income country model

In order to realize the upper-middle-income country model, proposals such as: ③ developing sector-specific strategies; and ④ using these strategies as the “implementation guides” for Japan’s Economic Cooperation Program for Thailand are suggested. Here, it is important for MOFA, ODA implementing organizations, and Ministry of Health, Labor and Welfare to cooperate with each other closely in order for Japan’s ODA to establish unified and consistent strategies.

<Recommendation 2> Response to decentralization

● Cooperation with central and local governments

At the central level, the central government of Thailand is required to develop its instruction capacity in order to fully implement comprehensive measures throughout the country. At the local level, it is important to directly develop the capability of local government officials working in the health sector.

● Reinforce cooperation and collaboration with NGOs through grant assistance for grassroots human security projects

Given the declining number of projects in the health sector in Thailand, grant assistance for grassroots projects has become the major form of Japan’s ODA.

In this regard, the adoption process of grant assistance serves as the satellite to grasp conditions and needs at the local level. It is important for Japan to have a mechanism in which it can share any information obtained through this form of assistance with the JICA office and the Thai Ministry of Public Health.

<Recommendation 3> Implementation structure and procedures

In order to enhance the effectiveness of aid to the Thai health sector and realize the goal of Japan’s Economic Cooperation Program for Thailand, it is increasingly important to reinforce the Japan’s cooperation with Thailand, especially in both quality and quantity of communication at the central government level. Other donors and NGOs do not fully recognize Japan’s aid activities, so PR activities may be necessary to raise awareness and share information more actively.

<Recommendation 4> Advancement of evaluation and management

It is important for Japan and Thailand to share objectives and indicators for the evaluation of a project, as well as to take account of the needs of Thailand whenever a plan is updated during its implementation. In regional cooperation projects and third-country training programs, human resource development has been recognized as Japan’s greatest contribution to the health sector of Thailand. It is necessary to continuously develop the means to properly track and evaluate capacity development.

<Recommendation 5> Advancement of experts

As Thailand becomes more self-dependent in the health sector, experts are required to adjust and tailor their experiences to the local condition, in full recognition of the local condition and needs.
(2) Evaluation on Road and Bridge Sector of Japan’s Official Development Assistance in Sri Lanka (Recipient government evaluation)

Evaluators etc.: (1) Road Development Authority, the Government of Sri Lanka
(2) Consultant for research implementation: Resources Development Consultants

Evaluation objectives
This evaluation study is conducted to evaluate Road and Bridge Sector of Japan’s Official Development Assistance in Sri Lanka in order to make recommendations for further improvement of the project formulation and implementation process and contribute to more effective planning of projects in the future.

Evaluation scope
This report consists of evaluation of six projects selected from the development projects implemented through Japan’s ODA in Sri Lanka. The projects to be evaluated are:
ⓐ Baseline Road Project - Phase I and II
ⓑ Sri Lanka-Japan Friendship Bridge - Phase I and II
ⓒ Gampola and Muwagama Bridge Project
ⓓ Dambulla - Bakamuna - Kahagaswela Road Project
ⓔ Pitakotte-Talawathugoda Road Project
ⓕ Wattala-Hekitta Road / Bridge Project.

Evaluation results
(a) Relevance of objectives
All six projects included in the evaluation have received the highest priority of the Sri Lanka Government’s development program in the road and bridge sector. In case of Baseline Road Project, the original 2-lane dual carriageway was changed to 3-lane dual carriageway based on revised traffic demand for entire project sections. The flexibility in implementation is considered as appropriate to meet the current needs. Other five projects are found, through this evaluation survey, to have been in conformity with the priorities of the Sri Lanka Government and local needs for development of roads and bridges.

(b) Efficiency of the implementation process
Efficiency of project identification, formulation and implementation process requires information from respective agencies of the Sri Lanka Government. For those projects implemented more than 10 years ago, the evaluation team observes significant information gaps in relation to information required for the evaluation. Despite these difficulties, there is no major concern with regard to the efficiency in project identification and formulation. All six projects have conformed to proper design methods and appropriate technical requirements. They have also incorporated modern technology and used high-quality inputs. However, there are concerns with regard to efficiency of “cost” and “time” in implementation. The main factor for rising costs in comparison with the estimated cost at appraisal in some cases of these six projects (if calculated in local currency. In yen, however, the cost was within the budget) is due to inflation effected by the delay in implementation of projects caused by the problems emerged during land acquisition for the construction of roads and bridges.

(c) Effects and Impacts
The level of traffic volume is generally satisfactory compared with the targets of the programs. Reduced traffic congestion through alternative routes is also considered as positive impacts of the projects. Based on the information collected from socio-economic surveys and other sources, all projects have received positive assessment from the people living in each of the six project areas. Improved transportation has been the main direct benefit of all these projects. As a result of such improvement, traffic congestion, travel time and vehicle operating costs have been reduced in all project areas, according to the respondents. The improved transportation facilities have translated into economic and financial benefits with increased property values and higher business incomes. In addition, all six projects have contributed to improved public transport and accessibility to health and educational institutions.

However, the effects on environment have varied and are difficult to measure. Despite the reduction in traffic congestion, improvement in noise and air pollution has not been very significant due to the attraction of more vehicles following the improvement. However, if these projects were not implemented, the
situation would have been worsen.

There is very little information about the operation and maintenance of all these projects. This is due to the circumstance of the Sri Lanka government that there is no separate O & M budget on the project basis. The allocation for O & M is in the RDA recurrent budget which allocates funds according to the need basis. Since these projects have been completed recently, they are still not in the priority list for maintenance.

- **Recommendations**

  a. The need for a pedestrian subway should have been identified during the project appraisal and the design stage. In future designs of highly pedestrianized intersections, careful consideration should be given for the introduction of pedestrian subways at the project appraisal stage.

  b. Some bridges are found to be seriously decayed, in need of restrictions on traffic prior to implementation of bridge replacement. Bridge assessment should be undertaken in order to identify bridges that require replacement before major defects set in and road restrictions have to be imposed for the road users. This is very important for bridges located at strategic positions in the road network such as the Victoria Bridge.

  c. In this evaluation study, some information on the plans and the implementations of assistance provided in the 1980s and 1990s is found to be not fully available. To undertake a proper post evaluation of projects, Feasibility Study Reports, Project Appraisal Reports, Design Reports and Project Completion Reports are required. It is recommended that these reports be preserved by the Sri Lankan Project Implementing Agencies for future use for purposes such as post project evaluations.

  d. To facilitate future post project evaluation process, it is desirable that data such as Traffic Data, Road Roughness Data, Accident Data be collected and stored in a systematic manner.

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**Chapter 2 An Overview of Evaluation Results**

**Evaluation Period:** November 2006 – February 2007

**Evaluators etc.:**

1. Noumea Simi, Assistant Chief Executive Officer, Aid Coordination and Loans Management Division, Ministry of Finance
2. Benjamin Pereira, Principal Planning Officer Finance (Sector Planning)
3. Consultant for research implementation: KVA Consult Ltd.

- **Evaluation objectives**

  To conduct a third-party evaluation on Japan’s assistance to the education sector in Samoa during 2002-2006, and conduct a comprehensive assessment on Samoa’s overall efforts to improve the education sector as well as on Japan's ODA and other aid donor resources.

- **Evaluation scope**

  The evaluation team has conducted assessment at the policy and program level in the education sector in Samoa. To grasp the comprehensive outcome, the evaluation team has assessed the ODA strategies of the Government of Japan, Samoa’s development agenda in the National Development Goals and Strategies during 2002-2006 and the Education Strategic Policies and Plan, and educational aids by other donor resources.

- **Evaluation results**

  **(a) Relevance of objectives**

  - Samoa's development agenda in the "2002-2006 National Development Strategies" and the "Education Strategic Policies and Plan" represents "For every Samoan to enjoy an improved quality of life premised on a competitive economy with sustained growth, improved education, enhanced health standards and strengthened culture and traditional values."

  One of the agenda to be developed is "Improve Education Standards" which is supported by 5 basic strategies: "Improve Teacher Training Standards and Quality of Teachers," "Improve Curriculum and Teaching Materials," "Improve Education Facilities," "Strengthen Coordination between Private and Public Stakeholders" and "Strengthen Management of Department of Education."
These policies are consistent with the goals of the Government of Samoa, such as expansion and improvement in early childhood education, improvement of adult literacy and access to life skills and continuing education for adults and youth, poverty reduction etc.

- Japan's ODA strategies in the education sector adopt a package of ideas centering on basic education in “Dakar Framework for Action” adopted at the World Education Forum in 2000, and “Basic Education for Growth Initiative (BEGIN)” adopted by the G8 Summit in 2002. The notion of “improving access and quality of education at the primary school level” is consistent with the goals of Japan's ODA projects.

(b) Appropriateness of program formulation and implementation

Japan’s projects and programs brought remarkable outcomes through close coordination between the Government of Samoa and the Government of Japan in setting priority issues in the education sector. Particularly, extensive consultations were made for the General Program aid project for upgrading Samoa Polytechnic, and the new construction, enlargement and refurbishment of school buildings were executed through Grassroots grant aid according to the priority of needs. Also, they were implemented without any duplication through coordination with other donors.

There were some views suggesting the increased use of domestic contractors for the large-scale projects in view of improving the capacity of local capabilities.

The increasing significance of the Japan's ODA compared to other donors in the education sector makes it appropriate for Japan to assume more active leadership in the consultations with the Government of Samoa and other donors in the education sector.

(c) Outcome and impact:

- Improving the educational efficiency: Japan's ODA helped improving the poor language abilities and poor study skills of students through its support for curriculum development and improvement of the teaching equipments and tools for vocational education.

- Increased enrolment: The estimated average of national enrolment was 57,500 during 2002-06, of which 40,000 were in primary school, 15,000 in secondary school, and 2,500 in post-secondary school. Among them, at least 8,000 students were estimated to have directly been supported by the contribution of Japan’s ODA through grant aid project at the Samoa Polytechnic, Grassroots grant aid projects, technical cooperation through experts, volunteers, training scholarship awards and international study programs.

- Reduction of the socio-economic inequity: Japan's grassroots projects have contributed to facilitating access to basic public services and to poverty alleviation in Samoa.

- The visual events and effects such as official opening ceremonies and the installation of memorials have made a significant impact on enhancing the profile of Japan's ODA contribution to the education sector, particularly regarding the PR activities of the grassroots projects in the rural areas.

(d) Sustainability and ownership

- Japan's ODA has contributed to improving quality of the school facilities to ensure compliance with building standards. Primary school buildings are seen as possible shelters for villagers during the cyclone season.

- Japan's ODA has contributed to significant improvement in management capacity of school committees to strengthen their organizational skills and sustainability.

- The creation of the Alumni of JICA training beneficiaries has been effective in sustaining continuing interests in the training, scholarship awards and overseas study programs.

As stated above, Japan’s assistance has a large impact on the “soft” side such as students and teachers. Almost all the respondents state that the educational environment has been improved and that Japan’s ODA is highly evaluated.
Recommendations

a. Designing future support in the education sector by promoting Japan’s ODA's focus on the teaching materials and other soft components around the existing beneficiaries of the Grassroots school projects who have demonstrated ownership and discipline in maintaining projects in order to improve the quality, effectiveness and efficiency of the education sector.

b. Increasing the number of experts and senior volunteers and the opportunities for scholarship awards under the technical cooperation scheme to improve quality of teachers in general education and specialized technical areas.

c. The ODA task force should be set up as a permanent group to interact with the Government of Samoa to track and identify the areas in which the Japanese ODA implementation could be improved.

d. Japan should coordinate the timing of its monitoring missions in the education sector with similar missions of the other donors.

e. Japan should participate in the sector planning and policy designs in the education sector in order to facilitate and create a clearer basis for future “recipient-led sector evaluations.”

Aid Modality Evaluation

(1) Evaluation on Japan’s Development Studies (Third-party evaluation)

Evaluation Period: July 2006 – March 2007
Chief Evaluator: Hiromitsu Muta, Dean, Graduate School of Decision Science and Technology, Tokyo Institute of Technology.
Advisor: Kohichi Sakamoto, Professor, Department of Regional Development Studies, Faculty of Regional Development Studies, Toyo University
Consultant: KRI International Corp.

Evaluation objectives

The purpose of this evaluation study is to conduct a comprehensive and holistic assessment of the roles and functions that the development study has shoudered, extract the lessons learned that can be reflected in the more effective and efficient implementation of future development studies, and make the necessary recommendations. At the same time, by clarifying the advantages and the improvement of the development study, the evaluation is also intended to contribute to a deeper understanding of Japanese nationals on it, and provide feedbacks to the parties concerned of the recipient countries as well as other donors, thereby serving the purpose of public relations as well.

Evaluation scope

This evaluation is conducted on all studies initiated under the category of “development study” since 1995. Not only overviewing all the previous development studies, but also field surveys (case studies) are conducted in two selected countries, namely Indonesia and Egypt, to make the studies and analysis more in-depth.

Evaluation results

(a) Evaluation of objectives

• The sectors, issues and areas covered by the development study have been consistent with the international development agenda and the priority issues and areas of Japan’s ODA policies.

• While Feasibility Study (F/S) types that formerly constituted the majority of development studies have decreased in number; the number of Master Plan (M/P) types has increased. With the emergence of the sector-program study and the study for assisting policy formulation, the development study is playing an important role in the social development sector, such as healthcare and education, and also in post-
disaster or emergency situations.

- It is pointed out that the advantage of the development study scheme essentially lies in the fact that it can cover a diverse array of activities, ranging from a situation assessment, formulation of specific plans to the partial implementation of actual projects, and particularly that it can respond flexibly to emergency assistance.

(b) Evaluation of outcomes

- The development study scheme addresses wide-ranging issues and has brought about various concrete outcomes, including database development, implementation of specific projects, and assisting formulation of national plans and policies of recipient countries.

- In the case-study countries, the reports of the development studies are widely utilized as basic reference materials for preparation and implementation of policy measures. Hence, their contribution to policy-making and planning is confirmed.

- 60% of the development studies designed for project implementation are realized within five years upon completion of the studies, which suggests that it is extremely important to follow up the study results as early as possible.

(c) Evaluation of processes

- It is confirmed that MOFA and JICA proceed various measures for improvement of the request survey and adoption of the new system which can respond to emergency assistance to promote efficiency of procedures. They also proceed information gathering, analysis, and necessary coordination in recipient countries through enriching internal expertise on respective sectors and themes and strengthening the functions of overseas offices.

- Officials of partner countries have expressed more positive appreciation for the further involvement in the contribution to the effectiveness of the survey process in terms of capacity development.

- The Follow-up Study of Development Studies has been carried out to grasp the situation of the implemented issues systematically, but it is only based on questionnaires to the governments of recipient countries and the consultants. However, it is pointed out that this structure should be refined to ensure the operation and the utilization of the results after the implementation of the development studies in the stream of program designing.

**Recommendations**

(a) Strategic utilization of studies in the era of the new JICA

<Recommendation 1>

Some assistance activities are partly overlapped with other study schemes and tools of JICA and JBIC. Hence, integration with those similar study schemes and tools may be possible in consideration of their respective comparative advantages. As for the studies geared to preparation and formation of projects, it is important to position them as assistance preceding “technical cooperation” rather than “technical cooperation” itself, so as to ensure flexibility and speediness in project preparation. The primary focus of the development study, therefore, should be on formulation of master plans, policies and institutions in recipient countries.

<Recommendation 2>

The biggest strengths of the development study scheme can be summarized as: ② deepening the contents of development studies through implementing pilot projects and pioneering new methodologies and approaches through trial-and-error efforts; and ⑥ responding to a broad range of tasks from situation assessment to project implementation within the scope of one study in emergency or peace-building assistance. These two distinctive aspects should be strategically leveraged in Japan’s technical cooperation.

<Recommendation 3>

The outputs of development studies should be used for ensuring shared mind on the Japanese side as well as with recipient governments, and also for sharing the understanding on Japan’s assistance with all the stakeholders, including scholars and citizen groups in recipient countries and other donors who are involved in the development of the concerned sector.

<Recommendation 4>

As for F/S-type studies, it is important to ensure value-addedness provided by the study, by having it specialized in more difficult cases that require examination of sector-wide systems including financial and organizational aspects and in those where there is a good prospect of financial assistance in the wake of the study. In order to ensure the realization of a project, a study must identify and propose concrete measures and necessary assistance to
ensure appropriate implementation and management structure, instead of leaving it to the individual efforts of recipient countries.

(b) Refinement and improvement of the institution for ensuring the quality of the study

<Recommendation 5>

In the context of the shift to the program-based assistance approach, Ministry of Foreign Affairs, JICA and JBIC have been introducing a rolling plan, which sets out the roles of the development study scheme and other schemes to address issues in the respective sectors, and serves as a basis for study/project formulation and preparation. There are calls to further promote such an approach, and expand it to other countries. At the same time, efforts to prepare appropriate Terms of References (TORs) based on accurate assessment of the needs and situations and sufficient dialogue with the recipient country are required, so as to launch quality studies in an efficient and timely manner.

<Recommendation 6>

In order to enhance the effects of capacity development, it is vital to explicitly plan and implement activities targeting the capacity development. To this end, it is necessary to confirm the intention, implementation structure, and existing capacity level, etc., of the counterpart agency of the recipient country, to determine appropriate methods of capacity development in light of the urgency of the required intervention, and to reflect the purpose and methods of capacity development clearly in the TOR, in order to ensure consensus with the recipient government and the consultant in advance.

<Recommendation 7>

Preparation of an “Action Plan,” based on consensus with the recipient country before or immediately after the completion of the study and following up on the study results on the basis of the Action Plan capitalizing on the ODA taskforce functions are recommended. The involvement of consultants in the follow-up activities should be considered, since there are not always experts of the relevant fields in local ODA task forces.

<Recommendation 8>

It is necessary to urgently reassess the method of questionnaires to the governments of recipient countries and the consultants as the follow-up Study of Development Studies to improve the accuracy and consistency of the contents of data gathered and analyzed.

<Recommendation 9>

With respect to the study for assisting policy formulation or institution development as well as M/P-type studies, it is desirable to conduct ex-post evaluation in some form, or as part of program evaluation, in order to utilize derived lessons learned for future studies.

(2) Country-Led Evaluation on Japan’s Grant Assistance for Grassroots Human Security Projects (Afghanistan) (Recipient government evaluation)

Evaluators etc.: (1) Ministry of Economy, Islamic Republic of Afghanistan
(2) Afghan NGOs Coordination Bureau (ANCB) (consultant)

■ Background & Evaluation objectives

ⓐ Grant Assistance for Grassroots Human Security Projects (GAGP) is an aid scheme implemented by the Japanese government that aims to assist the rebuilding and further development of Afghanistan, and the projects are implemented by Afghan aid agencies. Given that prioritized sectors for development are health and medical care, primary education, public welfare, environmental improvement, poverty reduction, income improvement, gender issues, support for the physically challenged (education and vocational training), projects to contribute to the resettlement of ex-combatants and returnees, and rural development, the GAGP has contributed to the rehabilitation, reconstruction, and development of Afghanistan since 2002. Among Japan’s various assistance programs for Afghanistan, the GAGP has been noted as one of the most successful development programs, meeting communities’ important needs with long-lasting solutions.

ⓑ The Afghan NGOs Coordination Bureau
(ANCB) has conducted a country-led evaluation on the GAGP, based on a request from the Islamic Republic of Afghanistan’s Ministry of Economy. This report aims to evaluate the impacts of GAGP projects, get the feedbacks from all stakeholders concerned including beneficiaries, and suggest how to better implement GAGP projects in Afghanistan.

■ Evaluation scope and methods

ⓐ This evaluation survey is conducted to cover 30 GAGP projects in 3 targeted provinces, namely Kabul, Nahgarhar, and Balkh.

ⓑ During the evaluation survey, open-ended questions are conducted with local government officials, community members, and beneficiaries in terms of 6 points: 1) relevance of objectives, 2) appropriateness of the project implementation, 3) efficiency of project implementation, 4) effectiveness of the project output, 5) impact, and 6) sustainability.

■ Evaluation results

Despite the challenges involved in the international aid situation in Afghanistan, the report on Japan’s GAGP is overall a positive one. The stakeholders have made positive and constructive comments on the GAGP projects. They are especially impressed by the quick manner and sustainable outcome of the GAGP projects, which they have not generally found with other donors. Moreover, the procedures taken by the Implementing Partners (IPs) are praiseworthy and they have cooperated well with the communities and coordinated the projects effectively with all stakeholders. The local communities, local governments, and beneficiaries are satisfied not only with the basic facilities that have been provided, but also with the work opportunities and jobs created by the GAGP projects. The GAGP was considered to be responding well to the basic needs of the community.

As for the appropriateness of project implementation, this report regards most of the GAGP projects as being properly selected, after the assessment is done by the implementation organizations, which is also verified by the local government. This report attributes the efficiency of the GAGP to the full involvement of the Ministry of Economy, and states that the outputs of the projects are effective and have brought about great impact, as the people in the targeted areas have considerable changes.

■ Recommendations

As for the recommendations to the GAGP scheme, first, it is suggested that in Afghanistan there are still extremely high needs, especially in education, health, and irrigation from existing local communities and a number of returning refugees. Next to infrastructure, agriculture is also listed as a focus area.

The overall evaluation regards the GAGP project as highly effective, and the Afghan government welcomes further joint work with the GAGP. This scheme is found to be in line with the Afghan government's attempts to implement development programs. This evaluation report considers that continued cooperation allows both Japanese and Afghan governments to move forward together to improve the living situation of the Afghan people.
2.1.4 Overview of Cultural Grant Aid and Grant Assistance for Japanese NGO Projects

(1) Follow-up Study on Cultural Grant Aid (Confirmation Study on Equipment status)

ⓐ Cultural Grant Aid is a modality of Official Development Assistant (ODA) aimed at promoting culture and higher education in the target country, as well as at providing preservation in the conservation of cultural heritage.

ⓑ In terms of the materials provided by the Cultural Grant Aid, they are mostly precision instruments such as: language laboratory tools for studying Japanese language; audio-visual equipment for theatres and museums; and restoration and research machineries used by universities and laboratories dealing with cultural treasures. In spite of the efforts made by the implementing agencies for appropriate maintenance of such equipments, age deterioration or malfunction of the machine’s activity due to climate changes is inevitable. Also, some projects implemented towards various countries’ sports sectors, through contribution of Judo equipments like uniforms and Tatami mats etc. to Judo and Karate associations, have also been prone to deterioration as a result of continuous use. Under such circumstances, it is necessary for the implementing agencies to take independent efforts to oversee maintenance of the provided equipment. However, the financial conditions of the implementing agencies have not improved since the aid was implemented. If comparatively smaller additional aid would help repair the overall system, such restoration would allow the equipment to effectively work longer and lead to an overall beneficial effect. Therefore, it is in Japan’s interest to take the results obtained by follow-up studies to actively collaborate with follow-up cooperation program to work with the restoration and reparation assistance.

ⓒ Regarding the Cultural Grant Aid, follow-up studies were implemented to confirm current condition of equipment use to the total of 95 cases in 56 countries in FY 2006 (45 cases which have been 1 to 2 years after provision of the equipment, and 50 cases which are 3 to 4 years old).

As a result, malfunction was discovered in some of the language laboratory tools, and audio-visual equipment, in which implementation agencies were considering repairing. Here on, Japan plans to carry out reparation assistance through follow-up cooperation program after FY2007 by complementing the implementing agencies.

For other projects, no specific problems have
been reported regarding the current equipment status. Several positive feedbacks were reported for those projects that had been implemented. For example, in terms of the language laboratory tools provided for Japanese language studies, “the new audio-visual equipment can offer visual Japanese language studies. Students are more interested in Japanese and they can enjoy studying Japanese language”; the theatre users mention, “wide range of performances are presented and theatre plays are performed at a higher level.” In case of grants made for sport equipment, “highest scores were achieved at local sport championships.” The music schools that received musical instruments comment that the number of students increased.” The local broadcasting companies that received TV program software introducing Japan say “the programs were met with great impact and there are numerous inquiries from viewers especially on programs focused on children’s education.” Various comments were made from the local residents, including strong requests to continue Cultural Grant Aid.

(2) Overview of Internal Evaluation on Grant Assistance for Japanese NGO Projects

(a) Chronology

ⓐ As an initial attempt, Japanese diplomatic establishments conducted evaluation of almost all projects implemented in FY2004 under the “Grant Assistance for Japanese NGO Projects” in FY2006.
ⓑ 4 years have passed since the launch of “Grant Assistance for Japanese NGO Projects” in the FY 2002 which aims at strengthening Japan’s assistance with NGO by combining Japanese NGO’s coverage of “Grant Aid for Grassroots Groups” and “Grants for Supporting NGO Emergency Activities” for emergency humanitarian assistance. Performances of the past are as follows: 60 cases in FY 2002 (budget 2 billion yen), 56 cases in FY 2003 (budget 2.2 billion yen), 72 cases in 2004 (budget 2.7 billion yen), and 67 cases in FY 2005 (budget 2.85 billion yen).
ⓒ As emphasized in the ODA Charter, it is necessary to “strengthen cooperation with NGO” through “Grant Assistance for Japanese NGO Projects” and simultaneously make an effort to secure “enhancement of evaluation and the appropriate use of funds.” Especially with the growing attention to the NGOs from the media and the public, it has become important to conduct prompt and appropriate assistance, such as of evaluation implemented to understand the sustainability of effect of such projects. Studies were conducted under such circumstances.

(b) Implementation procedure

ⓑ Each project of “Grant Assistance for Japanese NGO’s Projects” of FY2002, that has reached 3 years since the project’s termination were assigned to the correspondent overseas diplomatic missions to complete evaluation to be reported by end of June 2006.
ⓒ Those specialists of grass rooted projects at the diplomatic missions took initiatives to conduct the evaluation.
ⓓ Check ups were conducted on the conditions of buildings/equipment, the ways in which education and training facilities functioned, as well as on the status of utilization of human resources, PR of Japan’s ODA, and the sustainability of the maintenance system. For the projects which require further detailed studies the research was commissioned to a separate, external institution.

(c) Result

Among the 59 projects implemented in 28 countries, excluding those which faced difficulties due to various issues such as security, researches were conducted against 54 projects of 23 countries. Regarding projects that required follow-ups, research was commissioned to external specialists, and based on their reports indicating what kinds of follow-ups were necessary, implementing agencies were requested to respond taking appropriate measures.
2.1.5 Ex-post Project-level Evaluation (Grant Aid)

(1) Primary Evaluation by the Ministry of Foreign Affairs and Secondary Evaluation by Third-party

(a) Target project

The ex-post project-level evaluations in FY2006 were conducted on 69 projects in 38 countries. The number of ex-post project-level evaluation in reference 2.1.2 is 67 general Grants and Fishery Project Grants, with grants over the limited cost of 1 billion yen which were completed between 1999 and 2002. For Laos’s “Project for Improvement of the National Road Route 9 (Phase I/II)” and “Project for Improvement of the National Road Route 9 (Phase II/II)” as well as Egypt’s “Project for Construction of the Suez Canal Bridge” and “Project for Expansion of the Suez Canal Bridge” both cases showed close affinity with each other that they were combined as one topic of evaluation. For this reason, the number of ex-post project-level evaluation in reference 2.1.2 is 67

In FY2005, taking into account time and geographic constraints, evaluations were conducted on 52 projects (45 countries) selecting cases with grants exceeding 1 billion yen, and those that have been completed between FY1999 and FY2001. By combining the evaluations of FY2005 and FY2006, excluding the ones where review was dismissed due to safety precautions, all cases completed between FY1999 and FY2002 with grants exceeding 1 billion yen were evaluated.

(b) Primary evaluation by Ministry of Foreign Affairs

Overseas Diplomatic establishments made primary evaluations on individual projects. By first studying basic design reports and related materials, evaluations were conducted by on-site visits, analysis of project effects, and interviews with the stakeholders and government officials of the recipient countries.

(c) Secondary evaluations by Japan Evaluation Society

Secondary evaluation reflects reviews conducted by external experts on the evaluations made by the Ministry of Foreign Affairs. In the previous fiscal year, Japan Evaluation Society was appointed as the evaluator.

For secondary evaluations, evaluators evaluated the projects based on the same criteria as the primary evaluations, and additionally reviewed results of the primary evaluations. Specifically, the evaluators rated the cases according to their own judgment based on primary evaluations, and then regarding the quality of primary evaluations, rated each item of primary evaluation as either: ⓢ sufficient/high, ⓣ generally sufficient/high, ⓤ normal, ⓥ somewhat insufficient/low, or ⓦ insufficient/low.

(2) Ex-post Project-level Evaluation by Third-party

Previously in FY2005, ex-post project-level evaluations of grant aids were only reviewed by Grant Aid Division and overseas diplomatic establishments of the project. Starting FY2006, in order to implement evaluation under higher objectivity, a portion of projects was commissioned to third-party members for sector based and country based reviews.

In FY2006, sector based evaluations were conducted on health/medical sectors and education/human resource sectors, with reviews conducted on 2 projects each. Regarding country based evaluations, total of 12 evaluations were conducted, for Ghana and Oceania, receiving 4 projects each.

The evaluations were conducted based on preliminary criteria of 12 levels, which included 5 factors of consideration (adequacy, efficiency, effectiveness, impact, and sustainability) established by the Development Assistance Committee (DAC) within the Organization for Economic Co-operation and Development (OECD), along with the 6th factor of publicity effects.

3 For Laos’s “Project for Improvement of the National Road Route 9 (Phase I/II)” and “Project for Improvement of the National Road Route 9 (Phase II/II)” as well as Egypt’s “Project for Construction of the Suez Canal Bridge” and “Project for Expansion of the Suez Canal Bridge” both cases showed close affinity with each other that they were combined as one topic of evaluation. For this reason, the number of ex-post project-level evaluation in reference 2.1.2 is 67
(3) Ex-post Project-level Evaluation Cases (Grant Aid)

<table>
<thead>
<tr>
<th>Project Name</th>
<th>E/N Date of Signature</th>
<th>finish date</th>
<th>grant limit (cost)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Project for Improvement of Facilities of Primary Schools in the Northern Mountain Region</td>
<td>2000/05/29</td>
<td>2002/01/18</td>
<td>1.527 billion yen</td>
</tr>
</tbody>
</table>

Administrating Diplomatic Office: Embassy of Japan in Vietnam
Local Implementing Agency: Ministry of Education and Training (Vietnam)
Related Cooperation: Grant Aid of “Project for Improvement of the Facilities of Primary Schools (Phase 1～4)”, and “Project for the Improvement of Facilities of Primary Schools in the Northern Mountain Region (Phase 2)”. Technical Assistance on “Capacity Development Program for Teachers”, Development Study on, “Primary Education Sector Program Development Study,” etc.

(a) Project objective

The northern mountain regions of Vietnam are poverty-stricken regions occupied by a lot of ethnic minorities. The arduous landscape and low population density of the regions have made it especially difficult for the development and maintenance of education facilities. The existing primary schools have been faced with countless rain leakages and various notable age degradations that it has become a challenge to provide an appropriate learning environment for children.

This project was implemented in 4 provinces (Hazan, Lai-chau, Cao Bang, and Bac Can) where socioeconomic development is slow and people are facing urgent need for maintenance of educational facilities. The project aims at the improvement of Vietnam’s primary education programs, both in terms of quality and quantity. The project will reconstruct and expand age-deteriorated school buildings and supplement classrooms with required desks, chairs, and other fundamental educational materials.

(b) Project content

ⓐ Maintenance of facilities

Maintenance of Primary Schools: 61 schools (main schoolhouses: 37, branch institutions: 24)
Classrooms (344 rooms), faculty rooms, and Bathroom maintenance (total floor area of 26,800m²)

ⓑ Equipment Procurement

Procurement of desks, chairs, and other furniture or materials needed by the students/faculty in the schools listed above.

(c) Project validity

Overall evaluation: A

Evaluation detail:

ⓐ The project is in accordance with Country Assistance Guidance for 2000, which lists “education and healthcare/medical care” as one of its priorities. It is also in accordance with present day country-based aid project (established March 2004) which states “education sector” as a prioritized area of interest.

ⓑ The Sixth “Five-Year Plan” (1996 to 2000) of Vietnam puts education among their top priorities on agenda. The Ministry of Education and Training established a “Five year plan on Education Development (1996/1997 to 2000/2001)” which aimed for full promotion of primary education, increase the student attendance and course completion of primary education, and extension and refurbishment of classrooms. The project is in accordance with all such factors.

ⓒ All primary schools within this project have been faced with serious age degradation, worsening environment for education, and a lack of available classrooms, etc. Thus, strong local needs were prominent for Japan’s grant aid through this project.

(d) Appropriateness and efficiency of facilities/equipments

Overall evaluation: A

Evaluation detail:

ⓐ The schools established under this project have been running properly as a model school among the regions.

ⓑ Additionally, the schools were built by a conventional construction method for easy maintenance and low maintenance cost, with
using locally attainable materials. In doing so, the buildings were designed in compliance with standard specifications founded by the Vietnamese Ministry of Education and Training; however, careful consideration of the harsh environment of the highlands called for the use of durable iron plated roofs.

Educational materials such as desks and chairs have also been procured in compliance with the standards set by the Department of Education, and have been used sufficiently.

(e) Effectiveness

Overall evaluation: A

Evaluation detail:

ⓐ Assumed effect at the time of project design: (1) improvement of educational environments (facility development via reconstructing classrooms, improving commute for branch schools located in remote areas, enhancement of learning through equipment maintenance, etc), (2) improvement of public health, and (3) contribution to local community.

ⓑ By constructing new classrooms, improvements were seen in learning environment and school attendance. In particular, there have been many voices stating that academic performances of students have improved with the modified education environment through changes such as introduction of new course materials, and education becoming full-time with improvements in part-time studies, and by the project raising the awareness of students, faculty, and parents that the school represents their district. (In Vietnam, county or ministries select and award “excellent teachers” and “excellent students.” For example, Tamzun Primary School (formerly called Bin Lu Primary) in Lai-chau previously did not have any candidates, but after school reconstruction, it now has 7 members recognized as “excellent students,” and many students increasingly attempt to take the test to be selected as such.)

ⓒ Improvements have been seen in public health and student hygiene through construction of toilets with water supply and drainage systems.

ⓓ In terms of contribution to the local community, the creation of emergency evacuation centers for local residents in times of natural disasters like hurricanes, have provided a sense of reassurance and have received appraisal. There have also been reports of local assembly meetings and training sessions held several times yearly for faculty from various schools within the county.

(f) Impact

Overall evaluation: A

Evaluation detail:

ⓐ In 1994, school attendance in Vietnam was only 87%, whereas in 2004 the number increased to 97.5%. This is a reflection of Vietnam’s self-supporting efforts and donations from World Bank etc, and Japan also plays a major role in assistance. Between 1994 and 2005, Japan has provided the government of Vietnam with aids through this project, and through numerous other similar grant aid projects. Upon Vietnam’s high priority request for primary schools, Japan provided support for maintenance of over 300 primary schools. Therefore, Japan has made tremendous contribution to improving the quality and quantity of Vietnam’s primary education.

ⓑ The schools constructed through Japan’s grant aid have been highly acclaimed in quality and robustness (refer to (I) mentioned below). Moreover, through the effort to procure majority of construction materials from local areas, transfer of technology to local governments and businesses were implemented, contributing to promotion of Vietnam’s self-supporting efforts.

ⓒ In addition, with many students of the northern highlands granted with the opportunity to receive better education, there is anticipation for increased employment opportunities and spread of health service awareness.

(g) Autonomous Sustainability; further scope for improvement

Overall evaluation: A

Evaluation detail:

ⓐ It has only been about 5 years since the completion of the project, thus so far there has not been any particular damage of the facilities reported. Furthermore, the facilities and equipment have generally been used carefully, and consumable commodities like electrical lightings have been replaced appropriately. There has been cases reported of defected electrical appliances (pumps, etc.) and window frames, but they have all been replaced by using supply budgets collected from
parents and/or public committees. (For example, in Lai-chau province’s Lai-chau Secondary Primary School (name changed from Tamzun Primary), 10,000 dong have been collected every year from parents of each students to subsidize a budget to pay for such equipment supplies.)

(b) Proactive self-support efforts have been recognized by certain provinces and counties that maintain a budget enough to support construction of additional school buildings (Lai-Chau Secondary Primary School as a case example stated above).

(h) Publicity effect (visibility)

Overall evaluation: A –

Evaluation detail:

ⓐ Including the projects discussed here, Japan has continually provided grant aid for primary school constructions since 1994 (support in general), and has also been steadily assisting Grant Assistance for Grassroots Human Security Project (specific support). For this reason, Japan’s assistance has particularly high visibility among the local education departments and personnel relating to education.

ⓑ Recognition of this project is also high among local residents. According to members of the Ministry of Education and Training, most residents recognize that the schools constructed under this project were constructed under the Japanese aid, and acknowledge the schools as model schools, often receiving applications from families living afar. In addition, each school has crafted nameplates to remind the public of Japan’s support. On the contrary, because primary schools are local entities, recognition of the project by the entire nation—including provinces and counties that have not received aids—cannot be expected. However, that is primarily due to the characteristic of the project.

(i) Evaluations by the recipient country

As referred above, Japan’s assistance in Vietnam over the years have gained high recognition among Vietnam’s government representatives. Japan has provided continuous grant aids for the construction of primary schools, that it has brought upon secondary effects of influencing Vietnam’s guideline (for fundamentals of high quality educational institutions) to reflect Japanese facility design. This shows how Japan’s cooperation has been highly appraised by Vietnam as a recipient country.

(j) Proposals and recommendations

In Vietnam, as stated in section (f), primary school attendance reached 97.5% (2004), approaching the final stages in universal primary education. Furthermore, there have been accomplishments made in terms of technology transfer and maintenance techniques as stated in section (I). It is important to continue providing support to primary education systems in cooperation with grassroots and human security grant aid; however, as a next step, it is also significant to look into the increasing number of students who complete primary education and are to enter secondary school. It is thus desired to reconsider grant aid approaches, by putting the development of secondary schools into future consideration.

2.1.6 Follow-ups on Past Evaluation Results

The Ministry of Foreign Affairs conducts follow-ups through discussion on countermeasures based on the recommendations made by external evaluators.

The recommendation made in 2003 stated that upon formulation of the country assistance policy, the concept and strategy of the policies needs to be clarified, for steady implementation of policies and effective assistance. Upon receiving this recommendation, the Ministry of Foreign Affairs has since adopted a objective framework whereby the country assistance programs are formulated introducing priority sectors and development agenda.

In the recommendations made in 2002, the necessity to enhance cooperation among aid modalities with other donors and NGOs were proposed. Similar recommendations were also made in 2004, to strengthen cooperation with other donors and international organizations. The Ministry of Foreign Affairs, under the “Strengthening of the Functions of Field Missions” outlined by the ODA Charter (2003), and through local task forces, proactively works to strengthen relations and information exchanges with other donors, international organizations, and NGOs. Proposals made through third-party evaluations have therefore been put to effective use.

The Ministry of Foreign Affairs has been conducting
follow-ups by discussing countermeasures based on the recommendations made by third parties. The following is the proposals made in third-party evaluations in 2005 (published in “Annual Evaluation Report on Japan’s Economic Cooperation” of FY2006) and follow-ups.

<table>
<thead>
<tr>
<th>Major Recommendations</th>
<th>Follow-ups</th>
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<tbody>
<tr>
<td><strong>Country Assistance Evaluation of Cambodia</strong></td>
<td></td>
</tr>
<tr>
<td>(1) Further strengthening of local ODA task force is necessary. Specifically, confirmation on the tasks of local ODA task force under aid coordination, increase of staff and strengthening of their capabilities, and clarification of Japan's position within the local ODA task force are needed.</td>
<td>(1) Efforts have been made to strengthen the functions of local ODA task force through holding task force meetings when required and utilizing mailing lists to promote information sharing within the task force.</td>
</tr>
<tr>
<td>(2) The area between Phnom Penh and Sihanoukville is regarded as the potential driving force of Cambodia’s economic development. Japan’s aid is expected to promote “focal” effects that will lead to the development of private sectors.</td>
<td>(2) Loan-funded projects for infrastructure development have been implemented in the Phnom Penh and Sihanoukville area, in coordination with technical cooperation projects with a view to producing additional effects.</td>
</tr>
<tr>
<td>(3) Further enhancement of capacity development on the revenue side, such as accounting and tax examination, is necessary, as Japan has comparative advantages in these areas.</td>
<td>(3) Technical cooperation project which aims at capacity development of the Taxation Bureau has been initiated with Japan’s support.</td>
</tr>
<tr>
<td><strong>Country Assistance Evaluation of Senegal</strong></td>
<td></td>
</tr>
<tr>
<td>(1) Japan plays an important role under strong leadership of the Embassy with information sharing among participating organizations thoroughly implemented. Such roles should further be strengthened.</td>
<td>(1) Efforts have been made through meetings with relevant organizations and ODA task force meetings to share information properly and set up adequate opportunities for discussion.</td>
</tr>
<tr>
<td>(2) “Selection and Concentration” as a strategic program: It is vital to set priority areas of Japan’s assistance to enhance the effectiveness of “Country Assistance Program” as a policy.</td>
<td>(2) Efforts have been made to become a leading donor in three sectors (energy, transportation/roads and agriculture) in the current formulation process of the “Kenya Joint Assistance Strategy (KJAS)” by Japan.</td>
</tr>
<tr>
<td>(3) Japan should clarify its position on Sector Wide Approach (SWAPs), aid coordination and joint assistant strategies among donors.</td>
<td>(3) Clear intention is stated in “Japan’s Action Plan for Implementing the Paris Declaration” to proactively participate in SWAPs and aid coordination. Also, Japan is engaged in SWAPs in Kenya in education and water sectors.</td>
</tr>
<tr>
<td><strong>Country Assistance Evaluation of Senegal</strong></td>
<td></td>
</tr>
<tr>
<td>(1) It is vital to discuss the mid-term framework on development cooperation with Senegal, and formulate Country Assistance Program based on the agreed framework. In doing so, high-level policy discussion should be held.</td>
<td>(1) Policy discussions were held with Senegalese officials regarding formulation of Country Assistance Program. Also, further discussion will be held with Senegal regarding the direction of Japan’s aid based on development policy such as the Document de Stratégie de Réduction de la Pauvreté deuxième génération (DSRP II) amended by the Government of Senegal.</td>
</tr>
<tr>
<td>(2) The concept of “selection and concentration” should be implemented. (a) if sector-based : support to agriculture, private sector support, water supply, fisheries, and development of human resources should be enhanced. (b) if agenda-based : support to sustainable economic growth, poverty reduction and bridging the gap, and capacity building should be enhanced.</td>
<td>(2) Past implementation of aid was re-examined. In particular, priority sectors were reviewed and goals (large, medium and small) have been set accordingly, in line with the Poverty Reduction Strategy Paper of Senegal (PRSP &lt;DSRP II&gt;) which facilitated reviews of priority sectors, as pointed out in the Country Evaluation.</td>
</tr>
<tr>
<td><strong>Country Assistance Evaluation of Tanzania</strong></td>
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</tr>
<tr>
<td>(1) Japan’s response and direction regarding aid cooperation should be clarified. Basic understanding on policies, use of financial resources and procedures, should be clarified, together with the ways to utilize them in connection with priority sectors and issues.</td>
<td>(1) Japan’s response and direction towards aid cooperation in Tanzania have been organized as the new aid approach “Tanzania Model.”</td>
</tr>
<tr>
<td>(2) The concept of “selection and concentration” should be incorporated into assistance for enhanced strategy based upon Japan’s comparative advantage. (a) it should be approached with comprehensive agenda-based perspectives. (b) Priorities among focused areas and issues should be confirmed.</td>
<td>(2) Japan intends to implement aid based on its comparative advantage and the concept of “selection and concentration,” to cope with sector-based mutual issues in accordance with Tanzania’s Poverty Reduction Strategy, such as “growth and reduction of the low-income poor,” and “governance and accountability of the administration.”</td>
</tr>
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### Chapter 2 An Overview of Evaluation Results

#### Major Recommendations

<table>
<thead>
<tr>
<th>Evaluation of Japan’s ODA Contribution to Poverty Reduction (Priority Issue Evaluation)</th>
<th>Follow-ups</th>
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</thead>
<tbody>
<tr>
<td>(1) Improve Japan’s aid modalities for Poverty Reduction.</td>
<td>(1) Additional budget for “Grant Aid for Poverty Reduction Strategies” has been earmarked.</td>
</tr>
<tr>
<td>(2) Japan’s efforts toward poverty reduction should be actively announced in the donor community, and should be publicized both domestically and internationally.</td>
<td>(2) Japan’s aid philosophy was shared with Cambodia and surrounding nations through the holding of workshops on “Reduction of poverty by economic growth” which were led by Japan and held in Cambodia in October 2007 as a part of activities of POVNET. Also, an international seminar on “Reduction of poverty by economic growth” for senior officials of donors will be held jointly by Japan, France and DAC in December 2008.</td>
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<tr>
<th>Evaluation of Japan’s Peacebuilding Assistance Policy (Priority Issue Evaluation)</th>
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<tr>
<td>(1) Improved and extended use of aid modalities in line with the reality and needs of peacebuilding is necessary:</td>
<td>(1) In response to the recent deterioration of public order in Afghanistan, assistance has been extended to cover overseas travel insurance, including war damage insurance for the NGO personnel who implement Grant Assistance for Japanese NGO’s Project.</td>
</tr>
<tr>
<td>(a) Security expenses should be approved as part of project implementation expenditure when truly required.</td>
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<tr>
<td>(b) A certain proportion of the general project budget should be earmarked for emergency expenses in aid projects with NGOs.</td>
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<td>(c) Adequate follow-up measures should be taken.</td>
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<tr>
<th>Evaluation of Japan’s Grant Assistance for Grassroots Human Security (Aid Modality Evaluation)</th>
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<tr>
<td>(1) Projects with close project sites should be selected with priority. Focus areas for assistance should be set each year. With a view to securing efficiency through the simplification of selection procedure, a number of projects feasible for implementation should be fixed, taking account of the current staff size, and screening should be conducted prior to application of projects.</td>
<td>(1) Upon implementing reviews of recipient organizations, including local government bodies and government organizations, MOFA instructs its overseas embassies and consulates to review the details such as the foundation year of the recipient organization, its staff organization, its main activities, capabilities for implementation, financial condition, existence of debts, etc.</td>
</tr>
<tr>
<td>(2) It is vital to make use of existing human resources for assistance such as JOCV/JICA specialists, etc.</td>
<td>(2) MOFA has supervised embassies and consulates to consider possibilities of coordination with JICA projects (technical cooperation projects, JOCVs, SVs, etc.) in forming Grant Assistance for Grassroots Human Security Projects as well as in monitoring and follow-ups.</td>
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<tr>
<th>Review of General Budget Support (Aid Modality Evaluation)</th>
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<tbody>
<tr>
<td>(1) MOFA should link program aid such as General Budget Support with project aid, taking account of the recipient country's issues and requests.</td>
<td>(1) MOFA will attempt to combine appropriate aid methodologies for efficient and improved implementation of Japan’s ODA.</td>
</tr>
<tr>
<td>(2) It is vital to establish a system to pool human resources, recruit specialists and conduct training in new sectors, and extend cooperation with these specialists.</td>
<td>(2) Specialists from private sectors have been employed as Economic Cooperation Coordinators.</td>
</tr>
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<tr>
<th>Common issues among all evaluations</th>
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<tbody>
<tr>
<td>One of the issues indicated in each evaluation was strengthening and improvement of information management. Recommendations to structure information management system to share accumulated and analyzed data were presented.</td>
<td>For further strengthening and utilization of local ODA task force, and for structuring networks for information sharing and exchange of opinions, Sectoral Development Policy Website (Sector-based Portal Site) was set up. Also, as the common window for sharing information on sectoral development policies between the MOFA and local ODA task force, a trial run of sectoral online support service was started.</td>
</tr>
</tbody>
</table>
**2.2 Results of Evaluations Conducted by Other Ministries and Agencies**

### 2.2.1 The Financial Services Agency

**Technical Assistance to Banking Regulators in Emerging Market Economies**
*Evaluator: Financial Services Agency*

**1. Outline and objectives of policies**

In developing countries, sound and stable financial systems and trouble-free financial and capital markets are the essential foundation for continuous economic development. As the globalization of finance progresses, the stability of financial systems in the emerging market economies of Asia is essential for the stabilization of international financial systems, including that of Japan. Recognizing the importance of developing appropriate financial systems and supporting the development of sound financial markets in Asia, the Financial Services Agency is proactively making efforts to provide technical support (financial administration training for officials regulating and supervising banks, securities, and insurance) to financial regulation and supervision authorities in emerging market economies of the Asia-Pacific region.

**2. Outline of evaluation results**

The training project carried out in FY2006 was planned and implemented based on the results of surveys conducted in the past, and meets the needs of emerging market economies.

As for the financial administration training, the results of an ex-post questionnaire survey show that over 70% of respondents are practically using what they learned at the training, are examining concrete ways to utilize it, or have shared what they learned with their colleagues upon returning to their home countries. It thus appears that the training by the Financial Services Agency has contributed to the capacity building through technical support of financial authorities in emerging markets and to the strengthening of collaboration with Japan.

*Notes*

- The above text is extracted from FY2006 performance evaluation (July 2006 through June 2007) based on the Government Policy Evaluation Act (GPEA).

### 2.2.2 The Ministry of Internal Affairs and Communications

**Contribution to Creating a Global Society Integrated through Information and Communication Networks**
*Evaluator: Ministry of Internal Affairs and Communications*

**1. Outline and objectives of policies**

To contribute to creating global society integrated through information and communication networks, and strengthen the cooperative relationships between other countries through promoting global recognition of Japanese Information and Communication Policies, continuing to promote bilateral, multilateral, and other frameworks to deal with issues of information and communication, working to eliminate international digital divide issues (especially in the Asian region), working to develop market environment and systems that promote the development of networks, and preparing to promote international standardization of Global Network.

**2. Outline of evaluation results**

Through, exchanges of opinions on information and communication policies, future cooperation, regulatory reform dialogues, and international issues, the Ministry makes efforts aiming at policy coordination with other countries and international organizations regarding information and communication.

As these, exchanges of opinion are carried out...
with the participation of high-level staff from various countries and the participation of persons who are able to sufficiently deal with international issues, their effectiveness is recognized from the perspective of international understanding and international coordination.

Active and sustained dialogues, coordination, and support are necessary through bilateral, multilateral, and other frameworks to deal with issues such as the elimination of the international digital divide and the development of market environment and systems that promote the development of networks.

Notes
- This policy is introduced as ODA policy, although it is partially financed by ODA budget. For more information, see the Ministry of Internal Affairs and Communications website.

### 2.2.3 The Ministry of Justice

Promotion of International Cooperation in the Judicial Administration (Promotion of Training Programs, Research and Surveys in Collaboration with the United Nations) (ex-post evaluation)
Evaluator: Ministry of Justice

1. **Outline and objectives of projects**
   
   The Ministry of Justice (MOJ) carries out international training courses and seminars for the improvement of criminal justice administration and the promotion of international cooperation in the fields of the prevention of crime and the treatment of offenders as well as in the fields of the prevention of juvenile delinquency and the treatment of juvenile delinquents. The MOJ also holds international meetings to analyze the current situation and circumstances of international criminal justice, and participates in such international meetings.

2. **Outline of evaluation results**
   
   The MOJ implements technical cooperation through international training courses and seminars in accordance with the needs of recipient countries, including those in the Asia-Pacific region. Based on the evaluation result that this was an effective measure for the development of criminal justice administration in these countries, the MOJ will examine further measures necessary to improve these international training courses and seminars.

Notes
- For more information, see the Ministry of Justice website.

### 2.2.4 The Ministry of Finance

(1) Assistance Extended through Multilateral Development Banks (ex-post evaluation)
Evaluator: Ministry of Finance

1. **Outline and objectives of policies**
   
   Multilateral Development Banks such as the World Bank and the Asian Development Bank have extensive human resources with abundant experience and expertise, and they have advantages in being able to carry out effective assistance by using extensive information networks. The Ministry of Finance (MOF) recognizes these advantages, and as a responsible member of the international community, MOF is actively contributing to the activities of multilateral development banks. Also as one of the major investment country for the multilateral development bank, MOF will proactively take part in the operation, as well as will appropriately reflect Japan’s ODA policies and development philosophies in the policies of multilateral development banks.

2. **Outline of evaluation results**
   
   The Ministry of Finance, as a major shareholder of multilateral development banks, actively expresses opinions on lending practices, organizational operations, and so forth carried out by these organizations, and is making efforts to appropriately
reflect Japanese principles of development and ODA policies in their measures. Negotiations to increase capital of the International Development Association and African Development Fund, which offers concessional financing to low income developing nations, have begun March 2007, and Japan is actively pursuing its role as the main shareholder in the policy discussions regarding the capital increase issues, as well as in the direction of future operations of the International Development Association and African Development Fund.

In addition to funding for the multilateral development banks, MOF has established the Japan Trust Fund in each organization, and is making efforts aimed at poverty reduction and economic development, through providing individual policy advice to developing countries, human resource development and development of infrastructure, and building capability of civil society in the developing countries.

In order to boost efficiency and effectiveness of bilateral support from Japan, MOF also carries out financial assistance to developing countries in coordination and collaboration with multilateral development banks. In FY2005, MOF announced an initiative (Enhanced Private Sector Assistance for Africa (EPSA for Africa)) in partnership with the African Development Bank aimed at developing and cultivating private sectors, including fostering small and medium-sized enterprises and improving the capabilities of financial institutions, and carried out joint financing for the Sub-Saharan African countries under cooperative initiative. MOF also carried out joint financing together with the World Bank and the Asian Development Bank for the Socialist Republic of Vietnam and the Republic of Indonesia.

In this way, MOF has responded to the assistance needs of the international community, actively contributed to the activities of multilateral development banks, and succeeded in carrying out effective assistance while utilizing the knowledge of these organizations.

1. Outline and objectives of policies

In order for developing countries to move forward with continuous economic development, it is necessary to design and operate appropriate socioeconomic systems that are in accordance with the stage of development and economic structure of these countries. The Ministry of Finance is actively working to promote international cooperation and exchanges by carrying out support for human resource development and support for systems and policies in such areas as fiscal and tariffs and customs administration.

2. Outline of evaluation results

The Ministry of Finance is providing technical advice to developing countries through participation and the dispatch of experts to training sessions, seminars, and policy missions for policy makers and administrative working-level officials in developing countries, with the objective of fostering human resources who will be responsible for economic and social development. The following are the examples of support in FY2006.

- Tax Administrative Operation Training in Laos and Cambodia
- Support of Vietnam Bank of Social Policies
- Workshop on external debt management
- Instructor Training Project for modernization of Customs services in Vietnam

In carrying out support, MOF grasped the requests and current situation of recipient countries in advance through sending questionnaires and fact-finding missions and interviewing local officials, and reflected them in the assistance.

Upon completion, MOF conducted questionnaire surveys on participants to gather feedbacks of opinions on the content of training. MOF also dispatched evaluation survey teams as necessary to find out activities participants are engaged after the training and their requests for future training. MOF also made efforts for follow-ups to maximize effectiveness of training in Japan, including having officials of other countries who participated in the training held in Japan, take part as presenters in local training sessions.
which were held after their return.

As a result of carrying out reviews so that human resource development assistance is more in line with the requests of developing countries, MOF has received high appreciation from many participants on the curricula, the content of lectures, and so forth, which has led to the promotion of international cooperation and exchange.

♦ Notes
- For more information, see the Ministry of Finance website.

### 2.2.5 The Ministry of Education, Culture, Sports, Science and Technology

(1) Promotion of International Cooperation in Education that Conveys the Heart of the Japanese People (ex-post evaluation)
Evaluator: Ministry of Education, Culture, Sports, Science and Technology

1. Outline and objectives of projects

Education is one of the most important areas for promoting reduction of poverty in developing countries. The Ministry of Education, Culture, Sports, Science and Technology (MEXT), based on discussions at the Committee for International Cooperation in Education (a private consulting group of the MEXT Minister), aims to realize effective international cooperation in education using the experience and human resources of Japan and to promote “internal internationalization” of Japan.

2. Outline of evaluation results

(a) International Cooperation Activity in Education that conjugates Japanese perspective

As an approach to realize International Cooperation in Education that conjugates experiences and human resources that the Japanese Universities and Educators possess, MEXT promoted the systematization and communization of information, as well as to sort and accumulate knowledge and experience in the basic educational field. In addition, MEXT assessed the formulation as well as its utilization of the International Cooperation Model on Education. The results gained through such process are utilized in various ways, and have contributed in quality improvement of International Cooperation in Education, but by targeting broader subjects other than the basic educational field, Japan and its experience shall be able to make further contribution to the overall education. Regarding the approach possessing high possibility of “internal internationalization of Japan,” MEXT in collaboration with Japan International Cooperation Agency (JICA), created the Japan Overseas Cooperation Volunteers “In-Service Teacher Special Participation System,” and is making efforts to develop and promote the participation of incumbent teachers through it. Problem solving capabilities and teaching abilities of the participating teachers are expected to develop through overcoming various barriers and implementing international cooperation in Education in developing countries, and because such improvements will also lead to the improvement of the educational qualities in Japan, MEXT has been proactively involved in promoting incumbent teachers into the program. As a result, promotional activities of the system have been enhanced, but support towards returning teachers seemed to be yet inadequate, hence further reinforcement of such areas are expected.

(b) Cooperation with the United Nations Educational, Scientific and Cultural Organization (UNESCO)

MEXT has been supporting literacy projects in the Asia-Pacific region through contributions to trust funds and the dispatch of experts. From 1990 to 2000, enrollment rates for primary education and literacy rates in the Asia-Pacific region both rose in the medium to long term, but they declined somewhat in the short term, and the situation is unpredictable. On the other hand, regarding Community Learning Center (CLC) operation, which is UNESCO’s core operation for literacy rate improvement, FY2006 saw establishment of CLC in the Asia-Pacific Region increasing slightly compared to the previous year. On the contrary, CLC established by non-UNESCO entities increased drastically to about 9,000, implying that the UNESCO operation became the momentum to infiltrate to broad areas of the Asia-Pacific. In addition,
it was confirmed that the funds were being operated effectively and projects were carried out steadily at the Japanese Funds in Trust annual review meeting on Education For All (EFA), and verified that Japan’s cooperation was generally progressing smoothly.

In order to support UNESCO, which is leading the “United Nations Decade of Education for Sustainable Development (UNDESD) 2005-2014” proposed by Japan at the 2002 Johannesburg Summit, MEXT contributed to the Education for Sustainable Development (ESD) Trust Fund and cooperated in dissemination and raising awareness of ESD at the international level. As FY2006 was the second year of DESD and of implementation of the project, MEXT focused on working for the dissemination of ESD and supported efforts such as holding of international and regional meetings.

As for projects implemented in FY2006, based on performance evaluation reports by UNESCO, the EFA trust fund review meeting was held in the following fiscal year, and it was confirmed that funds are being operated effectively and projects are being carried out steadily. Nevertheless, project procedures for starting the operation of funds at UNESCO have been slow, and there appears to be somewhat of a delay in progress.

Notes
- Evaluation based on GPEA (evaluation of performance in FY2005).

1. Outline and objectives of projects

Interaction of international students, through acceptance of international students and overseas study by Japanese citizens, plays an important role in forming personal networks, deepening mutual understanding and friendship between Japan and other countries, as well as contributing to the realization of globally open community, globalization and strengthening of global competitiveness of Japanese universities, and also to global intellectual cooperation through developing human resources.

MEXT will continue to strengthen Japan’s global competitiveness, global cooperation, and globalization of universities through improving platform for accepting talented international students as well as improving support for the Japanese students studying abroad.

2. Outline of evaluation results

International student enrollment attending Japanese institutions of higher education reached 117,927 as of May 1, 2006. Though this was a slight decrease overall, the number of international students in graduate school is steadily increasing. But the percentage of the international students in Japanese higher educational institution is only 3.3%, which is not necessarily high compared to other advanced countries.

Under such circumstances, MEXT initiated “The International Priority Graduate Program” that prioritizes allocation of students with Japanese government scholarship to universities providing internationally attractive programs for international students. This program granted universities incentives to gain talented students, as well as stimulated its globalization. In addition, there were 12,141 recipients of the Honors Scholarships for other source or self privately financed international students in FY2006. Despite the stringent domestic fiscal condition, where the government intends to suppress general spending and cut ODA budget, MEXT supported international students with higher talents by tightening its grade evaluation scheme.

Regarding Japanese students studying abroad, there were 665 students under the Short Term Student Exchange Promotional Program in FY2006. There were also 60 new applicants under the Support Program for Long Term Study Abroad.

Short-Term Student Exchange Programs contributed to globally active Japanese students by securing a sufficient budget to dispatch same number of individuals as the previous year, and by dispatching students abroad through active utilization of University Mobility in Asia and the Pacific (UMAP) Unit Conversion System.

From these results, despite the stringent fiscal condition, promotion of further interactions through
accepting and sending students abroad is overall making progress due to efficient and effective support measures.

Notes
- Evaluation based on GPEA (evaluation of performance in FY2006)
- Non-ODA projects are included.

2.2.6 The Ministry of Health, Labour and Welfare

1. Outline and objectives of policies (programs/projects)
   Implement following projects with cooperation from specialists from International Labour Organization (ILO) through voluntary contribution to ILO.
   (a) Project of Promoting Employment Policy for Youth in Southern Asia
       Implementation of the project helps tackling the issue of the high unemployment of the youth in Sri Lanka, where there is experiencing serious poverty.
   (b) Management Project of Cross Border Movement of Labour Forces in South Eastern Asia
       Study the employment condition of migrant labour forces in Thailand and its surrounding countries, and implement technical cooperation to protect the rights of migrant workers in their sending countries and their receiving countries.
   (c) Familiarization and Edification Activities for Core Labor Standards
       MHLW conducted seminars to raise awareness about the Core Labour Standards (its 4 basic principles of Freedom of Association, Abolishment of Forced Labour, Elimination of Child Labour, and Employment Equality). In FY2006, MHLW conducted regional seminars in Indonesia and follow-up seminars in Vietnam regarding to the Elimination of Child Labor.
   (d) Developing Japanese Specialists in Technical Cooperation
       Through hands-on training at project sites in the Asia-Pacific region where ILO conducts technical cooperation, projects are implemented to train Japanese experts familiar with the labour conditions in the region with knowledge and experiences related to technical cooperation.

(e) Project relating to Asia Pacific Regional Skills and Employability Programme (SKILLS-AP)
   Support SKILLS-AP project through voluntary contribution ($110,000 in FY2006), and implement supporting projects such as holding seminars that effectively utilize experience, expert knowledge, and facilities of Japan.
   SKILLS-AP (former Asia and Pacific Skill Development Programme: APSDEP), is a regional program established in 1978 with the cooperation of the ILO. Its objectives include promotion of technical cooperation mutually utilizing knowledge, facilities in the Asia-Pacific region, in order to encourage socioeconomic development of the countries within the region through improvement of vocational training and employment growth.
   Japan extends contributions to SKILLS-AP activities and supports projects such as seminars utilizing the Japanese experience, know-hows, etc., in the field of vocational training.

2. Outline of evaluation results
   These projects carried out through the ILO and the SKILLS-AP fully utilize the networks, expertise and know-hows accumulated by international organizations, plus the projects also apply the mechanism which encourages mutual cooperation among the member states, including the workers’ and employers’ organizations. This enables broad and efficient contribution to solving the employment and labour issues in the countries in the Asia-Pacific region, including those which cannot be covered by bilateral cooperation.
   The ILO conducts medium-term or final evaluations by third-parties depending on the duration of the programme. By undertaking objective evaluations
of programmes, ILO is actively pursuing greater efficiency and effectiveness in the operation of the projects. The above activities as a whole have gained a good reputation among governments as well as the workers’ and employers’ organizations.

Also with regards to SKILLS-AP, MHLW is contributing to the improvement of skills and employment development measures in the participating nations by holding “Regional Workshop and study programme on Workplace Learning in Japan” in FY2006.

Overall, these programmes have been highly praised by the governments and workers’ and employers’ organizations of the participating countries, suggesting that the Ministry of Health, Labour and Welfare (MHLW) is contributing to the achievement of the goals, which is to cooperate with the activities of international organizations and to promote health, labour and welfare administration appropriate to the time of globalization. It can be concluded that the progress has been made in the achievement of these goals.

♦ Notes
• For more information, see the Ministry of Health, Labour and Welfare Website
• The evaluation outlined here was conducted in conformity with the GPEA (Law No.86, 2001).

(2) Promote Participation/Cooperation to International Organization Activities: Cooperate with the Technical Cooperation Activities led by the World Health Organization (WHO) (ex-post evaluation)
Evaluator: Ministry of Health, Labour and Welfare

1. Outline and objectives of policies (programs/projects)
MHLW proactively conducts technological cooperation to developing countries through WHO in the field of healthcare and public hygiene, utilizing advanced technologies accumulated in Japan.

2. Outline of evaluation results
Japan was reported to have achieved the highest level of healthcare in the World Health Report in 2000, and in addition is appreciated highly internationally for its average life span, infant mortality rates, and adult mortality rates. It is essential to apply Japan’s highly skilled healthcare technologies in cooperation with WHO, which implements technological cooperation to developing countries in the field of world health care, and Japan’s such contribution is highly respected in the international society.

♦ Notes
• For more information, see the Ministry of Health, Labour and Welfare Website.
• The evaluation outlined here was conducted in conformity with the Government Policy Evaluations Act (Law No.86, 2001).

(3) Promote Participation/Cooperation to International Organization Activities: Cooperate with the Technical Cooperation Activities led by the Joint United Nations AIDS Program (ex-post evaluation)
Evaluator: Ministry of Health, Labour and Welfare

1. Outline and objectives of policies (programs/projects)
MHLW proactively cooperates with the United Nation’s HIV/AIDS related agencies so as to utilize Japan’s high level AIDS treatment technologies for international contribution.

2. Outline of evaluation results
HIV infection is increasing both domestically and internationally, and has become common threat to the people in the world. Japan has achieved high impact on prevention of infection and reduction of the AIDS-related deaths by offering high-level medical technologies in AIDS treatment and by establishing equally accessible AIDS treatment. In addition, involvement with UNAIDS is advantageous for domestic policy planning because the UNAIDS provides epidemiological information or information on policies in other countries.

♦ Notes
• For more information, see the Ministry of Health,
Labour and Welfare Website

• The evaluation outlined here was conducted in conformity with the GPEA (Law No.86, 2001).

2.2.7 The Ministry of Agriculture, Forestry and Fisheries

1. Outline and objectives of policies

There are approximately 850 million undernourished people in the world (2001-2003), 96% of whom are concentrated in developing countries. This led to the declaration of the two goals at the World Food Summit in 1996: to achieve world food security and to halve the world’s undernourished population by the year 2015. At the World Food Summit five years later, which was held in 2002, the status of the achievement of the goals set at the World Food Summit was deemed insufficient. For this reason, there is a need for countries to step up their efforts toward the objective of halving the world’s undernourished population.

As the progress of desertification due to the depletion and deterioration of forests and overgrazing resulting from non-traditional slash-and-burn farming becomes an increasingly serious global environmental issue, it is important to make considerable efforts to restore and conserve agricultural land and grasslands that are being degraded in developing countries, and to disseminate and develop sustainable and highly-productive agricultural practices.

In carrying out Official Development Assistance (ODA), there is now a greater need to work for consistency with Japan’s foreign and domestic policies. From this perspective, it is important to contribute to promoting understanding of Japan’s agricultural policies, including enabling developing countries to understand Japan’s position at EPA negotiations, and WTO agricultural negotiations, and so forth, as well as working to smooth negotiations.

It is also important to respond appropriately to unexpected and large-scale problems, such as natural disasters and zoonotic cross-border diseases. In order to contribute to the reduction of starvation and poverty and the conservation of the global environment, and eventually to the stability of the food supply and demand in the world in future, MAFF will actively promote international cooperation in the field of food, agriculture, and rural areas through technical cooperation in these sectors, and food assistance, in line with circumstances and needs of developing countries.

2. Outline of evaluation results

Four items have been set as goals: (a) contributing to the reduction of starvation and poverty, (b) contributing to the conservation of the global environment, (c) promoting understanding about Japan’s agricultural policies, (d) appropriately responding to unexpected and large-scale disasters. Furthermore, objectives have been set for each project, and a questionnaire survey with five-tier evaluation was carried out on relevant persons in partner countries regarding respective achievement levels. The content of the questionnaire included points of view of adequacy, effectiveness, efficiency, impact, and sustainability. The questionnaire results were put in numerical terms (for example, excellent: 100%, poor: 0%, and so on) and tabulated. The target figure for each objective was set at 100%.

The results are as follows.

(a) Contribution to the reduction of starvation and poverty: 80%
(b) Contribution to the conservation of the global environment: 82%
(c) Promotion of understanding about Japan’s agricultural policies: 81%
(d) Appropriate response to unexpected and large-scale disasters: 77%

Though the results from the evaluation were overall reasonable, more effective and efficient approaches are necessary to be promoted due to the advancement of globalization and the advancement of WTO and EPA negotiations.

Upon doing so, it is necessary to consider three priority areas (1) cooperation or interaction that also contributes to attaining food security in Japan, (2) cooperation that can lead to Japan taking initiatives...
in WTO, EPA, and other international negotiations, actions against global environmental problems and trans boundary diseases) to improve future attainments.

Notes
• Non-ODA projects are included.
• For more information, see the Ministry of Agriculture, Forestry and Fisheries website.

1. Outline and objectives of policies
Relevant countries are cooperating in the management of aquatic resources of high seas, and highly migratory marine resources such as tuna. In order to work for the sustainable use of aquatic resources, MAFF is aiming to promote resource management measures by regional fishery management organizations, and is aiming to sustain and develop fishing grounds of Japanese fisheries through fisheries agreements with relevant countries.

2. Outline of evaluation results
To ensure a stable supply of marine products, the sustainable use and management of not only domestic fisheries but also marine resources outside the exclusive economic zone are necessary. It is effective to promote conclusion of agreements regarding operations in relevant waters, discussions with foreign countries, and cooperation with frameworks for the management of international aquatic resources.

From these perspectives, an objective was set to
“maintain and increase the fish species managed by international organizations and the number of fisheries agreements,” and as a result of actively promoting cooperation with resource management at regional fishery management organizations and discussions with relevant countries:

ⓐ Following the previous year, total of 75 fish species were maintained regarding the fish species subject to resource management

ⓑ The agreement with Papua New Guinea was concluded, therefore there was an addition of one agreement, and the number of fisheries agreements now totals 50 agreements.

• Notes
  • Non-ODA projects are included.
  • For projects related to international fishery cooperation, evaluation is carried out as part of “ensuring a steady supply of marine products” policy.
  • For more information see the Ministry of Agriculture, Forestry and Fisheries website.

### Chapter 2 An Overview of Evaluation Results

#### 2.2.8 The Ministry of Economy, Trade and Industry

**1. Outline and objectives of policies**

METI is supporting policy formulation, development planning, etc., in developing countries to form efficient and effective development plans, and using this support as the basis for the formulation of effective technical cooperation programs for economic development in these countries.

**2. Outline of evaluation results**

Efficient and effective planning and construction of industrial policies and systems as well as the formulation of development plans are essential for developing countries to realize sound economic development. Japanese assistance for developing countries, through policy and technical recommendations making use of the experience that Japan has built up, is very effective as a means of contributing to the economic development of these countries.

From the viewpoint of ensuring effectiveness of policies and systems established in developing countries, it is important to verify how these systems can be implemented and diffused, by clarifying problems of related systems as necessary.

It is necessary that this type of assistance be positioned as national policy from the perspective of promoting it as Japanese contribution to the international community.

**1. Outline and objectives of policies**

METI is supporting the establishment of foundations for economic progress in developing countries by assisting human resource development to engage in efforts to reinforce industrial infrastructure, liberalization of trade and investment, and economic integration in developing countries.

**2. Outline of evaluation results**

With the progress of economic globalization, Japan must urgently address efforts to improve the environment for trade and investment in developing countries with which it has established close economic ties. Specifically, it is important to give priority to human resource development that will serve as a base of economic growth in developing countries. This policy is of significant public interests because the development of industrial infrastructure in these countries will contribute to the creation of a favorable environment for trade and investment in Japan. The involvement of the government is essential since this ODA program helps developing countries achieve goals.
1. **Outline and objectives of policies**

METI is assisting developing countries through joint researches with countries who utilize Japanese research and development capabilities to supplement those capabilities of developing countries and thereby promoting the transfer of technologies from Japan to those countries.

2. **Outline of evaluation results**

To complement research and development capabilities to deal with technology development challenges centered on energy and the environment and to achieve self-sustaining growth, demand for Japanese technologies in developing countries continues to be high, as Japan has rich experiences in those fields. Government involvement is necessary for two reasons. Firstly, it is extremely difficult for private companies to extend this kind of assistance in terms of profitability. Secondly, this policy needs to be promoted as Official Development Assistance, which is Japan’s international contribution.

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1. **Outline and objectives of policies**

This policy primarily intends to increase the “visibility of Japanese aid” that utilizes Japanese excellent experiences and knowledge and to promote private-sector involvement in economic cooperation. It includes carrying out swift identification and formulation of yen loan projects that can make use of the experience and knowledge of Japanese companies, and identification and formulation of infrastructure development projects that draw on private-sector capital in developing countries.

2. **Outline of evaluation results**

This policy is of significant public interests and requires government involvement because: (a) the results are not limited to specific companies but contribute to the solution of broader global environmental issues through the implementation of environmental conservation projects; (b) it contributes to strategic and efficient implementation of assistance by improving Japanese ability to make proposals; (c) it contributes to increasing the “visibility of Japanese aid” that utilizes Japanese experience and knowledge.

♦ Notes
- For more information, see the Ministry of Economy, Trade and Industry website.

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**2.2.9 The Ministry of Land, Infrastructure, Transport and Tourism**

1. **Outline and objectives of projects**

This project examines methods for ascertaining effects related to socioeconomic infrastructure development in developing countries while conducting case studies, and verifies the results of such infrastructure development, and promotes effective future international cooperation projects.

2. **Outline of evaluation results**

For FY2006, to understand the results of railroad infrastructure projects in India as directly as possible, measurement of the efficacy of the maintenance for individual projects was conducted through an evaluation method utilizing logic models. In addition, to understand the influences on local economy and effects on the everyday lives of local people, for example through the means of job creation, hearings with local employees in the transportation related business were conducted. From the results of the
1. Outline and objectives of projects

This project examines methods for ascertaining effects related to socioeconomic infrastructure development in developing countries while conducting case studies, verifies the results of such infrastructure development, and promotes effective future international cooperation projects.

In FY2006, MLIT conducted evaluation of “Water Supply and Sewage Infrastructure Project in West Omrania District, Giza.” This project implemented maintenance of existing sewage lines and connecting trunk sewer and pumping stations, etc., through Japan’s grant aid to improve the district’s poor living conditions.

2. Outline of evaluation results

MLIT analyzed the domestic and international trends regarding the ODA project evaluations, and the results of past evaluations on implemented projects. As a result, among the 5 criteria proposed by the Development Assistance Committee (DAC), evaluation via questionnaire was available regarding the impact of sewer project. Hence questionnaire items were proposed from the perspective of “improvement of living conditions,” “effect to the local economy” and “changes in the ecosystem” and conducted the survey to the benefiting residents.

Among those which relate to the living environment, effect of the project was clearly evident through the questionnaire regarding the items which rather directly relate to the Sewer Projects, such as odor and epidemics. In addition, because the Sewer Projects are not visibly apparent and do not attract resident’s attention, questionnaire combined with the tour of the Sewer facility is effective for the PR of Japan’s ODA project, and could help to show the presence of “Japan’s aid.”

Notes
- This is not the evaluation in accordance with the Government Policy Evaluations Act, and is included for reference purposes only.

2.2.10 The Ministry of the Environment

1. Outline and objectives of policies

MOE will promote the conservation of global biodiversity through participation in international frameworks and cooperation with developing countries, as well as through collecting and organizing necessary information to formulate policies for nature conservation, including revision of National Biodiversity Strategies and Action Plans.

2. Outline of evaluation results

In accordance with the basic policy indicated in the new National Biodiversity Strategy, Ministry of the Environment is gaining international recognition by proactively promoting international cooperation in the field of nature conservation, through individual specific measures, collecting, organizing, and providing necessary information for policy making, proper implementations of international conventions and international efforts for the conservation of coral reefs and migratory birds, and contribution to international non-government organizations.

Notes
- Non-ODA projects are included.
- For more information, see Ministry of the Environment website.
# List of Websites Containing Evaluation Results of each Ministry

<table>
<thead>
<tr>
<th>Ministry</th>
<th>Website</th>
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<tr>
<td>Financial Services Agency</td>
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</tr>
<tr>
<td>Ministry of Internal Affairs and Communications</td>
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<td>Ministry of Finance</td>
<td><a href="http://www.mof.go.jp">http://www.mof.go.jp</a></td>
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</table>
Chapter 2 An Overview of Evaluation Results

2.3 Results of Evaluation by the Japan International Cooperation Agency (JICA)

2.3.1 Overview

JICA conducts project/program evaluation so that as an independent administrative institution it can implement projects more efficiently and effectively through improvements based on the evaluation results. JICA also intends to gain understanding and support of general public by fulfilling its accountability.

The evaluation by JICA consists of Project-level evaluation, which covers individual projects, and Program-level evaluation, which evaluates a set of projects in a cross-sectional and comprehensive manner.

Project-level evaluation conducts consistent evaluation starting from the formulation through the post-implementation stages of the project; ex-ante, mid-term, terminal, and ex-post. In addition to evaluating the relevance and outcomes of the projects objectively as possible, JICA draws recommendations for its planning, implementation and make a decision as to whether to complete or continue cooperation. JICA also works to extract lessons for similar projects, to formulate and implement more effectively and efficiently.

Program-level evaluation aims to extract lessons and recommendations for the future cooperation through comprehensive and cross-sectional analysis of the outcomes and the problems experienced in implementing the Cooperation Projects in the specific country, sector, or on the development issues, and through specific aid schemes. As part of such approach, JICA selects a set of projects related to specific issues or sector, and conduct “Thematic Evaluation” and “Synthesis Study of Evaluation” to analyze common issues or problems, best practices, etc., to extract lessons or recommendations that can be smoothly applied to future projects. Also in regard to the “JICA Program,” which combines several projects under a strategic framework to support the achievement of mid- and long-term development goals in a developing country, JICA conducted evaluation for 4 cases in FY2006, and is working to further enhance the strategy of JICA Programs.

In order to reinforce such an evaluation system, JICA introduced an evaluation chief system and the evaluation network in FY2003, and has also implemented training sessions for the evaluation chiefs in FY2006 to further strengthen the evaluation system. Also, to promote feedbacks of evaluation results to actual operation, JICA developed a system for promoting the utilization of past evaluation findings in its ex-ante stage, as well as to reflect them into the formulation of the Thematic Guidelines which are the JICA guideline for each project. JICA also works on the accumulation of knowledge and best practices that utilized the evaluation results.

Furthermore, from the view of promoting the utilization of the evaluation results and execution of accountability, JICA endeavors to make reports available to the general public, and to post summaries of evaluation results on its website promptly. JICA also holds evaluation seminars to provide feedback concerning major evaluation results, particularly of program evaluations, to the people concerned in Japan and in the recipient countries. In addition, to secure transparency of the evaluations and to improve its quality, JICA proactively involves external experts in the evaluation process and implements secondary evaluation by the Advisory Committee which constitutes from external experts.
2.3.2 Program-level Evaluation

(1) Thematic Evaluation on JICA Programs for the Education Sector in Malawi and Vietnam

■ Evaluation objectives
To further enhance the effect of cooperation, JICA is strengthening the program approach, which strategically combines cooperating projects beyond their aid schemes to solve development issues. JICA is also making effort to develop the program evaluation method, such as the “Country Program Evaluation” (synthesis study) in FY2004, and “Program Evaluation (in the Basic Education Sector in Honduras)” (Thematic Evaluation) in FY2005. Based on such trials, JICA conducted an evaluation study on the programs in the education sector in Malawi and Vietnam as a pilot study, aiming at improving the ongoing programs and enhancing the program strategies.

■ Evaluation framework
(a) Evaluation questions
What are the contributions of the Malawi Basic Education Expansion Program and Vietnam Primary Education Improvement Program to the Education Sector Development in Malawi and Vietnam?
(b) Evaluation methods
ⓐ Positioning
JICA verified the positioning of each of its programs in the target countries’ development strategy, its consistency with the country-specific or issue-specific aid policies, and the relevance of the aid approach from the Japanese side from the perspective of utilization of the past experience of cooperation.
ⓑ Strategic aspect (coherency/results)
JICA confirmed whether each of its programs were planned and implemented coherently, and verified its results and outcomes. At the same time, JICA endeavored to grasp the actual process to analyze the promoting and impeding factors upon implementing the programs.
ⓒ Evaluation of JICA program based on concept of contribution
Through the confirmation of positioning and the strategic aspect as described in section (a) and (b), and through the consideration of the progress of the development strategies of the targeted county, which is the basis of the positioning, JICA evaluated the contribution (and its possibility) of the programs implemented by JICA to the development strategies of the targeted countries, and made recommendations based on such results.

■ Evaluation results
(a) Evaluation of Malawi Basic Education Expansion Program
ⓒ Current condition and activities in basic education in Malawi
Following the abolition of school fees for primary education in 1994, primary school enrollment increased drastically. However, completion rate remains low due to high dropout and repetition rates. To improve completion, actions from both accessibility and quality are necessary. On the other hand, regarding secondary education, the net attendance rate is low at 18% (1998), thus there is an urgent need for the expansion of the accessibility. There are additional...
indications on the poor quality of education due to the high rate of unqualified teachers. The policy guideline for national education development in Malawi is the Policy and Investment Framework (PIF/2000-2012). The PIF reflects education sector’s policy targets and strategies, indicated in the Malawi Poverty Reduction Policy Paper (MPRSP), and addresses 7 political goals for 2015 (Accessibility, Equity, Quality, Relevance, Management, Planning, and Finance) of education sector. Currently Education Sector Plan is being drawn up as a strategic action plan to objectively implement the PIF policies.

As for activities of development partners (donors and UN agencies), focus is on the primary education. Taking a look at the supporting sectors in the primary education, United States Agency for International Development (USAID), The Department for International Development (DFID), Canadian International Development Agency, and other various development partners implement support to improve the access of education through construction of school buildings and provision of facilities, and to improve learning environment through provision of teaching materials and teacher training. Similar to the primary education, support to secondary education centers on improvement of access and quality of education.

Overview of Malawi Basic Education Expansion Program

The programs targets “Increasing of Access to and Improving of Quality of Primary and Secondary Education,” and are composed of three components (strengthening of educational administration, strengthening of local educational administration, and improving math and science education at secondary school). Component for strengthening of educational administration is with activities by a long-term expert who has been dispatched not only to support the Ministry of Education, Science, and Technology (MoEST), but also to bridge between two other components. Component for strengthening of local educational administration aims at improving capacity of planning and updating the district plan through 2 development studies. Improving math and science education at secondary school is composed of Strengthening Mathematics and Science in Secondary Education (SMASSE) as technical cooperation, JOCVs and construction of building as a form of grant aid.

Evaluation results

1) Positioning

Priority issues in the Malawi education sector are supported. A development study is conducted for the purpose of management enhancement in the local educational administration, which is recognized as an issue in the development strategy but which few donors have addressed. Also being implemented is a technical cooperation project for the purpose of improving teacher quality in the secondary education sector where the existence of non-qualified teachers has become an issue.

2) Strategic approach (plan, outcome, and process)

As for the scenario, the component aimed at enhancing the skills of educational administration at the local level and the component aimed at enhancing secondary science and mathematic education were implemented as separate programs initially. When the programs were reviewed, the goal level was raised and the two components were consolidated into one program. Therefore, the relations between the two components in the program goal were not clear and it was observed that the strategic aspect weakened. At the project level, outcomes such as formulation and revision of the prefectural education plan in the development study, resulting capacity development of prefectural teachers, and development of core trainers in the technical cooperation project in secondary education, are achieved. As for the component aimed at enhancing secondary science and mathematic education, JICA’s technical cooperation project and cooperation by other aid agencies complement one another, thus producing outcomes.

3) Conclusion

The program goals are set at a high level covering a wide range of issues including those of primary and secondary education. The achievement of goals is anticipated to be difficult in the short and middle terms considering the amount of aid implemented by the Malawi government and aid agencies including JICA. Therefore, the plausibility of contribution is not high in the short and middle terms.

4) Recommendation

Program goals should be set up at the sub-sector level where future input by JICA and other donors and the Malawi government are expected to result in improvements in the short and middle terms so that
the program has a scenario to raise the plausibility of contribution.

(b) Evaluation of Vietnam Primary Education Improvement Program

(a) Current condition and activities in primary education in Vietnam

The net enrollment rate in primary education reached 97.5% in 2005, and Vietnam is at the final stages of achieving universal primary education. The gender disparity is low with 47.7% enrollment of girls on national average. Current challenges in primary education are: to improve accessibility of disadvantaged children who are located in poor or mountainous areas, and to improve quality of education such as educational environment, content of education, and capacity of teachers.

Under such circumstances, the Vietnamese government formulated the “Education Development Strategic Plan” as a development strategy in education sector, based on the state plan of “Five-Year Socio-Economic Development Plan” and “Ten-Year Socio-Economic Development Plan”, and is promoting its effort. In addition, as a framework of international cooperation in the education sector, “National EFA Action Plan” (EFA: Education For All) has been formulated based on the above existing development plans. Four target groups have been placed within the “National EFA Action Plan” ((1) early childhood care and development, (2) primary education, (3) lower secondary education, and (4) non-formal education), and under each target group, its object, its target to be obtained by 2015, and its action plan have been set in three areas of “access,” “quality and relevance,” and “management.”

Many development partners have been implementing assistance programs in education sector in Vietnam. One of the priority areas of development partners in basic education is universal primary and lower secondary education, especially regarding girls, ethnic minorities, and children in disadvantaged areas. Another priority is the improvement of teachers’ quality. After the formulation of National EFA Action Plan, several programs operated in donor cooperation have been implemented, for example, “Primary Teacher Development Project” collaborated by World Bank and The Department for International Development (DFID), “Primary Education for Disadvantaged Children (PEDC)” and “Targeted Budget Support (TBS)” led by the World Bank. Several development partners with limited records of assistance in primary education before, also participate in the PEDC.

(b) The Overview of Vietnam Primary Education Improvement Program in Vietnam

The program targets “Improvement of the quality of primary education through strengthening teachers’ quality and education management,” and core elements of the program are development study, which assisted the formulation of the Development Plan of Primary Education Development Plan and technical cooperation project “Improvement Plan of Incumbent Teacher Training”, which was formulated based on above development study. Above technical cooperation project is constituted with consideration to collaboration with other elements, i.e., education advisor, Japan Overseas Cooperation Volunteers (JOCV), and grant aid cooperation.

(c) Evaluation results

1) Positioning

In the primary education sector, which has problems with education quality, support is provided for the formulation of a Primary Education Development Plan (PEDP), and training is provided for teachers to run classes in line with the new curriculum promoted by the Vietnamese government. These cooperation efforts for improving education quality address the primary issues.

2) Strategic Approach (plan, outcome, and process)

As for the scenario, support for the formulation of PEDP is given to solve the issues of the primary education sector, and based on the PEDP, priority
sectors are selected and technical cooperation is extended, thus showing that consistency in the program is aimed at improving the quality of primary education. As for the outcomes, in addition to project-level outcomes such as the completion of PEDP and key trainer development training for model lessons based on the new curriculum, outcomes for the achievement of program goals are emerging as observed based on the fact that coordination between JOCV (Japan Overseas Cooperation Volunteers) and technical cooperation projects promoted the implementation of model lessons, and that the formulation of PEDP accelerated the process of formulation of an EFA Plan.

3) Conclusion

The program is being implemented with the positioning and strategic aspects secured. The Vietnamese government and other donors are also actively providing projects that focus on the primary education sector, a sub-sector level. Given that achievement of the program goals in the future is probable, it can be concluded that the plausibility of the contribution of the JICA program is improving.

4) Recommendation

Issues such as how the model projects under development in the technical cooperation project can be spread nationwide remain. In order to raise the plausibility of contribution in the future, it is therefore necessary to enhance coordination with other agencies for expansion and promotion in addition to the establishment of an effective model in the project.

(2) Thematic Evaluation on Capacity Development of Local Administrations — Case Study in Indonesia

With the background of advancing decentralization in developing countries, JICA places emphasis on: (a) improving the efficiency and effectiveness of administrative abilities, (b) the promotion of balanced decentralization, and (c) encouraging participation and improving transparency as development challenges in relation to the support for governance to ensure administrative functions. Local governments mainly in the Asian region, such as those in Indonesia and Thailand, have been supported since the end of the 1990s. Currently, such support programs for decentralization and local administrations are being continuously launched not only in Asia, but also in Africa, the Middle East, Latin America, and other regions.

Under such circumstances, this thematic evaluation took up the case of Indonesia. The development challenges on the “capacity development of local administrations,” which was important for decentralization, were systematically compiled. In addition, JICA projects and the other donors’ approaches to the cooperation challenges were analyzed.

Objective of Evaluation

With the background of advancing decentralization in developing countries, JICA places emphasis on:

- Improving the efficiency and effectiveness of administrative abilities,
- The promotion of balanced decentralization,
- Encouraging participation and improving transparency as development challenges in relation to the support for governance to ensure administrative functions.

Local governments mainly in the Asian region, such as those in Indonesia and Thailand, have been supported since the end of the 1990s. Currently, such support programs for decentralization and local administrations are being continuously launched not only in Asia, but also in Africa, the Middle East, Latin America, and other regions.

Under such circumstances, this thematic evaluation took up the case of Indonesia. The development challenges on the “capacity development of local administrations,” which was important for decentralization, were systematically compiled. In addition, JICA projects and the other donors’ approaches to the cooperation challenges were analyzed.

Framework of Evaluation

In this evaluation study, which aims to examine the approaches to capacity development of local administrations within the movement towards decentralization, certain sector projects were selected as targets. The selected projects include those that were started in period 1999 to 2001, which were when the decentralization was promoted in Indonesia, and which were with the direct or indirect purpose of capacity development of local administration.
“The Development Objective Chart regarding the capacity development of local administrations in Indonesia” is set as the axis of evaluation analysis in order to analyze approaches to the capacity development of local administrations with regard to target projects.

In considering JICA projects that have been implemented as part of the movement towards decentralization, the approach to capacity development of local administrations was examined based on the axis and then comprehensively analyzed for comparison with the approaches of other donors.

Lessons are then drawn from two aspects regarding:

a) the approaches to the challenges of capacity development of local administrations (strategic aspect and appropriateness of cooperation), and

b) project formation and implementation of capacity development of local administrations.

“Development objectives” and “Core objectives” of the development objective chart shown below, regarding capacity development of local administrations in Indonesia, prepared by the Evaluation Examination Committee, was examined.

Utilizing this Development Objective Chart as an axis for evaluation analysis, JICA analyzed approaches taken towards its target cases, and analyzed the cooperative approach by other donors.

Evaluation Results
(a) Approach to Objectives by JICA

The target projects implemented by JICA that relate to the capacity development of local administrations concentrate on both 3. and 4. Looking at the major development objectives, JICA mainly approaches 3-2., 4-1., 4-2. and 4-4. Development objectives 3. and 4. give the most direct influence on the capacity development of local administrations, thus not only JICA but also most other donors are approaching both.

On the other hand, efforts from the institutional side as seen in development objective 1. or 2. largely impact the implementation of projects and produce an effect and sustainability on projects covered by development objective 3. or 4.

(b) Comparison with the Approaches Implemented by Other Donors

Comparing the approaches of donors, we can first point out that JICA alone is not approaching direct support to 2. While other donors put emphasis on support for institutions or frameworks, such as 1., JICA focuses on objectives 3. and 4. that are not directly related to institutions or frameworks.

(c) Overview for Approaches of JICA’s Cooperation

When we survey the approaches in the target projects of JICA from the viewpoint of the relationship among the superior development objectives, we find that several core objectives are approached in each project. Overall linking of the improvement of personnel capacity and the implementation of administrative service in approaches to development objectives 3. and 4. could have a synergy effect on 3. personnel development and 4. administrative services, and could lead to securing sustainability.

<table>
<thead>
<tr>
<th>Development Objectives</th>
<th>Core Objectives</th>
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<tbody>
<tr>
<td>1. Development of a system and framework for local autonomy</td>
<td>1-1. Clarifying the relationship between the central and regional governments</td>
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<td></td>
<td>1-2. Clarifying the authority/role/relationship of regional governments</td>
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<td>1-3. Promoting the representation system for democratic administrative control</td>
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<td>1-4. Ensuring transparency and accountability of administration</td>
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<td>2. Establishment of financial management system</td>
<td>2-1. Improving the efficiency of governmental and financial administration through reform of the local financial administration system</td>
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<tr>
<td></td>
<td>2-2. Establishing a fair and neutral budget system for regional government finances</td>
</tr>
<tr>
<td></td>
<td>2-3. Establishing an efficient expenditure system for regional government finances</td>
</tr>
<tr>
<td>3. Capacity development of local public officials</td>
<td>3-1. Reforming the civil service in order to improve administrative performance</td>
</tr>
<tr>
<td></td>
<td>3-2. Expanding the system for capacity development among local public officials</td>
</tr>
<tr>
<td>4. Effective and efficient administration of regional governments</td>
<td>4-1. Improving the process of planning, implementation, and evaluation services</td>
</tr>
<tr>
<td></td>
<td>4-2. General improvement and raising the level of efficiency of administrative services</td>
</tr>
<tr>
<td></td>
<td>4-3. Enhancing the capacity of administrative organizations</td>
</tr>
<tr>
<td></td>
<td>4-4. Improving administrative capacity through the promotion of public participation</td>
</tr>
<tr>
<td></td>
<td>4-5. Promoting leadership</td>
</tr>
</tbody>
</table>
Summarizing JICA’s approaches according to the axis of region/time, the ongoing efforts in South Sulawesi province have significant effects in terms of participatory regional development, gaining high understanding of importance on cooperation between regional governments and civil society, and the promotion of actual progress of its cooperation.

The people involved are acting on their initiative. For example, the province conducts rural development involving universities or NGOs, or the province develops an original system for rural development inspired by the outputs of JICA projects. This is probably due to JICA’s accumulation of project experiences relating to local administrations and regional development implemented in South Sulawesi province.

**Lessons Learned**

(a) The Approaches to Objectives

Some of the lessons learned through the project are the importance of understanding the whole pictures regarding the “the capacity development of local administrations” objective, and also the importance of implementing strategic efforts to achieve the objective through grasping the relationship.

JICA’s approaches to objectives regarding the capacity development of local administrations focus on 3. and 4. At the same time, approaches to the various core objectives bridging between developing objectives 3. and 4. are also taken in each project.

On the other hand, some cases need efforts to develop objectives from the institutional side, as seen in development objective 1. or 2. in order to make those efforts more effective and sustainable.

The relationship between the objectives, however, depends on the degree of progress of decentralization.

Therefore, in addition to grasping the degree of decentralization, following are important: consideration of the vertical relationship from the upper to lower development objectives and its parallel relationship (among the development objectives or core objectives beyond the development objectives), and confirmation of the objective structure aiming to solve the upper-level development objectives.

In addition, upon considering development objectives for the capacity development of local administrations, further analysis of relationship of major actors such as the central government, all tiers of regional governments, and civil society with the current situation is necessary. It is also important to involve the appropriate actors to provide solution to such development objectives, and it is also essential to assess each of their positions to effectively implement the projects.

Also, effectiveness of medium to long-term efforts in a region targeting multi-layered stakeholders surrounding the local government has also been suggested. In South Sulawesi Province, several projects, such as Sulawesi Poverty Alleviation have been implemented based on the concept of establishing a cooperative relationship between provincial/district governments and the regional community. A step-by-step approach to universities and NGOs as well as various classes from the heads of provincial governments to citizens seems to promote a change in officials’ consciousness and duties, leading to the capacity development of local administrations.

As noted above, we think that total governance capacity can be improved by grasping comprehensive objectives in one region, and examining support activities for stakeholders at a multi-layer level surrounding regional governments along with a time axis based on a medium to long-term strategy.

(b) Lesson Learned from Planning and Implementation

It is essential to consider the devolution of authorities to local governments (provincial and district/municipality) in the process of decentralization, and to set appropriate counterparts on multiplied levels according to the authorities. Also, to support the decentralizing system, there may be needs to introduce new ideas, or work to change the consciousness of the administrators. Hence, it is important to improve the
capacity development of local administrations while maintaining the balance between theory and practice.

Securing sustainability can be achieved by enhancing collaboration with various stakeholders such as the regional community, NGOs, universities, and the public involved as support targets. The responsibilities and role of the heads in regional governments are significant; hence utilizing their leadership is also effective.

In this evaluation, by modeling (systematizing) the achievements of the projects, and involving the systematizing process taken into the local administration systems in the project, the results and lessons from the projects will be able to spread to other regions, as well as to work to secure sustainability. Also, effectiveness of Japan’s distinctive method of support that respects ownership is also indicated.

### 2.3.3 Project-level Evaluation (Example of Terminal Evaluation)

<table>
<thead>
<tr>
<th>Country:</th>
<th>Kazakhstan</th>
</tr>
</thead>
<tbody>
<tr>
<td>Project title:</td>
<td>The Project for the Improvement of Health Care Services in the Semipalatinsk Region</td>
</tr>
<tr>
<td>Division in charge:</td>
<td>Human Development Department</td>
</tr>
<tr>
<td>Total cost</td>
<td>(the whole project): About ¥340 million</td>
</tr>
<tr>
<td></td>
<td>(for the extended period): About ¥190 million</td>
</tr>
<tr>
<td>Period of cooperation</td>
<td>(R/D): March 2000 to June 2003</td>
</tr>
<tr>
<td></td>
<td>(Extended period): July 2003 to June 2005</td>
</tr>
<tr>
<td>Partner country’s implementing organizations:</td>
<td>Health Department of the State Government of East Kazakhstan Region, Medical Center of Semipalatinsk City, etc.</td>
</tr>
<tr>
<td>Supporting organizations in Japan:</td>
<td>Oita University of Nursing and Health Sciences, Radiation Effects Research Foundation, Hiroshima Atomic Bomb Casualty Council, Hiroshima University, Nagasaki University</td>
</tr>
</tbody>
</table>

#### Background and outline of cooperation

Four hundred and seventy nuclear tests were conducted around the Semipalatinsk region in Kazakhstan for a period of over 40 years under the control of the Soviet Union, and as a result the subsurface water, the soil, and the people living in the surrounding region were severely affected. Assistance to this region was unanimously agreed upon at the UN General Assembly in 1997, and Japan expressed its intention to hold an international conference about the assistance at the UN General Assembly in 1998. In particular, Japan decided to provide assistance in the health sector in the region and dispatched short-term experts and a project formulation study team to observe and investigate the current situations of health administrative organizations and medical facilities. Japan held the Tokyo International Conference on the Semipalatinsk in 1999 and announced to the world its plan to extend technical cooperation and grant aid.

Through the two ex-ante evaluations conducted, the Project for the Improvement of Health Care Services in the Semipalatinsk Region was launched in July 2000, which was a three-year plan focused on the establishment of systems for screening, detailed health examinations, diagnoses for the people in the highly contaminated areas around Semipalatinsk City.

As a result of the evaluation conducted in January 2003, the need to extend the project period in order to establish a health examination system started in the project and achieve the project purpose was recognized by all the parties concerned and consequently the project was extended for two years starting in July 2003 to June 2005. Terminal evaluation for the whole duration of project, including the extended period, was conducted in May 2005.

#### Evaluation results

- **Relevance**: The relevance of this project was high. The assistance, which makes use of many years of experience in medical care for atomic bomb victims in Hiroshima and Nagasaki, meets the needs of the people in the highly contaminated areas of Semipalatinsk City and the surrounding region. It is also consistent with Kazakhstan’s priority goal, the Strategic Plan of Development of the Republic of
Kazakhstan to 2010, which targets social policy and environmental protection as strategic agendas.

- **Effectiveness**: The effectiveness of this project was high. All the planned activities are almost completed. When all these activities are completed, the outputs will be achieved, resulting in the achievement of the project purpose. However, the activity planned under the output, “the local government utilizes the data from the screenings, the detailed health examinations, and the diagnoses,” has not yet been started; it is likely to start when the ongoing diagnosis data input into the program is completed so that a statistical database is developed. The terminal evaluation conducted in 2003 recommended that the project should organically connect the outputs of each activity to establish a whole health examination system in order to achieve the project purpose. It can be said that the recommendation was adopted and implemented during the extended period.

- **Efficiency**: Overall, the project was implemented in an efficient way. The dispatch of experts for technology transfer was mostly appropriate in terms of timing, time period, and quantity, except for data development. Technology transfer on data development, supposed to be completed during the early stage of the project, made up for the initial lost time by dispatching experts and conducting training in Japan appropriately during the extended period. Although the introduction of equipment provided through grant aid was delayed due to reasons on the Kazakhstani side in the early stage of the project, there were no serious problems during the extended period, and the provided equipment has been utilized in an appropriate manner overall.

- **Impact**: Some positive distributed effects generated by the project were confirmed. The primary screening using mobile examination vehicles has provided residents in remote areas with opportunities for free medical checks. Screening practices carried out by the team consisting of medical staff from each hospital have strengthened partnerships and cooperation among hospitals. With the latest diagnosis equipment provided, doctors’ medical abilities and speed of treatment improved, consequently reducing the number of days that patients stay in hospital. Moreover, increased early detection of tuberculosis can also be recognized as a positive distributed effect obtained from the project.

- **Sustainability**: A basis for organizational and technical sustainability to maintain the benefits of the project has been established. Moreover, the director of the Health Care Department of the East Kazakhstan Oblast declared at the Joint Coordination Committee (JCC) meeting that it plans to continue policy and financial support for the activities after the end of the project.

- **Promoting factors**

  The linkage between grant aid and technical cooperation contributed to highly sustainable results in the limited timeframe.

  Other factors that contributed to success include: the authority was upgraded from city to state; the director of the Health Care Department of the East Kazakhstan Oblast who was always supportive and helpful to this project remained in office throughout the project period; Kazakh Scientific Research Institute for Radiation Medicine and Ecology joined the screening practice; and Kazakhstan’s economy has been growing since the launch of the project.

- **Impeding factors**

  The late arrival of the equipment provided through grant aid due to the delay in the E/N signing and the ratification process in the Parliament had a substantial influence on the subsequent project implementation process. A total of 16 health administrators participated in the terminal evaluation in 2005.
in training in Japan, among which three participated in another training in Japan conducted for three years before the project was extended. Two out of the three participants left the position. However, almost all training participants in Japan during the extended period remained in office and were continuously engaged in the project.

### 2.3.4 Status of Follow-up on Past Evaluation Results

The following section introduces examples that reviewed the project plan and project implementation/operation system utilizing the recommendations gained through the mid-term evaluations.

**● Health**

The Project for Strengthening Regional Health Network for Santa Cruz Prefecture in Bolivia launched for five years starting in November 2001 with the aim of strengthening the regional health system to provide appropriate health services to people living in the model areas in Santa Cruz Prefecture. After the project started, however, the government and health administrative divisions within Santa Cruz Prefecture, the target area, were reorganized and personnel relocations in administrative organizations and medical facilities repeated because of the change of government. Due to these changes, it was difficult for the project to provide activities to all the 68 health centers in the project areas and the project activities were limited until the middle of the project.

Consequently, the mid-term evaluation conducted in the end of FY 2004 recommended that the project should revise its plan according to the conditions of the activities up to that time and prioritize activities that are essential and feasible to achieve the outputs. In response, they discussed with the Bolivian side the details of the activities and target values, and it was decided that activities would be intensified to 16 health centers, which are relatively large in each area, as model centers. As a result, this project brought about favorable outputs such as achieving the target values of growth and development checkups at the end of the project. The terminal evaluation implemented in July 2006 judged that provision of health services with local people became more appropriate and this cooperation was completed as initially planned.

**● Fisheries**

In the Project for Promotion of Sustainable Marine Fisheries Resource Utilization in Trinidad and Tobago, the coordination system among stakeholders was revised based on the recommendation presented in the mid-term evaluation.

This project was implemented from 2001 to 2006 as technical cooperation with the aim of implementing extension and training activities for sustainable use of fishery resources. The project worked with three implementing agencies in the partner country, namely, the fishery bureau of Trinidad, the fishery bureau of Tobago, and the Caribbean Fisheries Training and Development Institute, and it covers many technical cooperation fields, including fishing equipment development, marine food processing, marine resources management, and fishery promotion. As coordination among those different technical fields were not so actively implemented from the beginning of cooperation, in the middle of the project, insufficient mutual coordination became obvious and caused problems in that they created an obstacle, particularly for fishery promotion activities.

Consequently, the mid-term evaluation recommended the enhancement of coordination among the different technical fields. Based on this recommendation, efforts for inter-division and inter-organization coordination, what they call linkage work, were made in various activities. For example, when they developed fixed fishing nets suited to the
local conditions, the division of fishing equipment development implemented experimental operations to technically improve the function of nets, while the division of fishery promotion conducted fixed fishing net promotion activities to fisherman groups. At the same time, the division of marine resources management collected and analyzed biological data of fish species good for fish catches. Furthermore, they prepared a list that clearly states the role and responsibility of each related division for each activity that required such coordination. As a result of these efforts, stakeholders became aware of effectiveness of the inter-division coordination to enhance the cooperative relationships among different organizations. These efforts were also successful in raising their cooperation effect for fishermen. Such synergy effects contributed to producing outputs in each technical field to a certain extent by the end of the project. Accordingly, the terminal evaluation implemented in April 2006 concluded that promotion and training activities for sustainable use of marine resources were well implemented toward the project goal, and the cooperation was completed as initially planned.
2.4 Results of Evaluation by Japan Bank for International Cooperation (JBIC)

2.4.1 Overview, Project Evaluation and Thematic Evaluation

JBIC has conducted ex-ante evaluations of yen loan projects at the preparatory stage, and ex-post evaluations at the completion stage. In addition, in FY2004, in order to fully develop a consistent framework from the ex-ante to ex-post evaluation, mid-term reviews were introduced for projects in the fifth year since the conclusion of their loan agreement to carry out verification of project plans focusing on their relevance and effectiveness, and “ex-post monitoring” was introduced for projects in the seventh year since completion to verify impact and sustainability of projects. Evaluations are carried out not only for yen loan projects, but also for the Strategy for Overseas Economic Cooperation Operations, which sets the basic direction and priority areas in Japanese ODA loan assistance.

In ex-post evaluations, with the objective of exercising full accountability and conducting yen loan project operations with greater effectiveness and efficiency, the projects’ efficiency, effectiveness and sustainability are verified quantitatively, targeting all projects, based on international standards and with third parties’ points of view. In order to make the evaluation results easy to understand and to maintain objectivity, 4 levels of ratings are applied. From the perspective of accountability, all evaluation results are made public on the JBIC website. Ex-post evaluations consist of program-level evaluations (thematic evaluations), which comprehensively evaluate a number of projects based on a set theme, and project-level evaluations (individual evaluations), which take individual projects as their subject.

In the process of carrying out evaluations, the evaluation results, lessons learned, and recommendations are fed back directly and effectively from the Development Assistance Operations Evaluation Office to the operational offices for examination and supervision of projects. The results, lessons, and recommendations are obtained through a partnership between the relevant departments responsible for examination of yen loans and supervision of projects and the representative offices stationed in the project area. In addition to being stored within JBIC, these lessons are utilized on a daily basis for raising efficiency and effectiveness of future projects through extensive sharing of the information with developing countries through feedback activities.

For the further improvement of JBIC evaluation activities, the Japanese ODA Loan Evaluation Experts Committee, composed of external experts, is held twice a year. From the perspective of strengthening the evaluation framework from the ex-ante to ex-post stage, the committee conducts reviews from a variety of perspectives including evaluation systems, evaluation methods, feedback and the development of evaluation capacity. The results of the discussions are reflected in JBIC evaluation operations.

In order to raise the quality of ODA loan projects, JBIC is promoting the proactive participation from developing countries in the evaluation process. In FY2006, joint evaluations were carried out in Thailand, India, and Malaysia. In addition to sharing evaluation results, knowledge transfer of evaluation methods has been carried out. In addition, memorandums of understanding have been tied with Indonesia and the Philippines. Technical transfer of evaluation and monitoring methods is expected to occur through joint evaluation, which are planned to be implemented. Furthermore, through a partnership with the Japan International Cooperation Agency (JICA), JBIC holds the ODA Project Evaluation Seminar to support the capacity building of evaluators in developing countries.
Infrastructure Development for Sustainable Development

Human Resource Development

(1) Indonesia: Syiah Kuala University Development Project

Contributing to reconstruction of the earthquake and tsunami-ravaged Aceh Province through support to the focal point of development

Project objectives
The objective of this project was to expand the university’s capacity, to improve the quality of education it offers, and to strengthen research activities in the agriculture and engineering departments by constructing buildings for these departments providing educational and research equipment, and administering a fellowship program for teaching staff.

Effectiveness & Impact
Regarding the goal of expanding capacity, the number of enrolled students, number of new students, and number of teaching staff members exceeded the initial plan. For example, in 2004 there were a total of 5,070 students in the agriculture and engineering departments compared to an initial plan of 2,994 students. In 2004, 897 new students enrolled in these departments compared to an initial plan of 406 new students. On the other hand, qualitative improvement of education was not achieved sufficiently due, in part, to inadequate science education through high school and a lack of facilities and resources in the science department, which handles basic education for the agriculture and engineering departments. In 2004, the graduation rate (number of graduates in a given school year/the number of students enrolled during that year) for the agriculture department was 9.1% compared to an initial plan of 14.5%. Regarding the strengthening of research in agriculture and engineering, researchers at Syiah Kuala University, especially those who had acquired degrees through the fellowship program in the project, contributed outstandingly to reconstruction activities following the earthquake off the coast of Sumatra and the tsunami of 2004. In this sense, this project played a significant role. Therefore, this project has largely achieved its objectives, and effectiveness is highly satisfactory.

Relevance
This project has high relevancy with national policies both at the time of appraisal and at the time of ex-post evaluation. As the independence movement ended and the peace process moved forward, basic policies for the development of the Aceh province were formulated. The upgrading of Syiah Kuala University’s provision of know-how and human resources to industries in the region is in accordance with these policies and is of extreme importance.

Efficiency
Although the project cost turned out to be less than initially planned (about 89% of planned amount), the

A professor who developed light, water resistant cement material by applying techniques he learned through his studies in Japan. This cement contributed to the building of homes during reconstruction.

Another professor who had studied in Japan improved rice breeds that are resistant to dry weather.
The project period turned out to be longer than planned (about 127% of planned period). Therefore, the evaluation for efficiency is moderate. Construction of the Academic Activity Center, which became the center of the reconstruction after the earthquake and tsunami, was implemented additionally.

■ Sustainability

The sustainability of this project is moderate, although there are some concerns: the science department lacks facilities and resources; operation and maintenance is not sufficient due to damage by the earthquake and tsunami; and full attention cannot be devoted to education and research due to the reconstruction activities.

■ Conclusion, Lessons Learned, Recommendation

In light of the above, this project can be evaluated highly. However, to gain a greater impact from this project, the science department, which handles the basic education for the agriculture and engineering departments, and the library, which is a critical component of the university as a research and teaching facility, need to be upgraded.

Global Issues and Peace-building

(2) Bulgaria: Industrial Pollution Improvement Project in Plovdiv

Responding to EU environmental standards by taking measures against air and water pollution

- Project objectives

The objective of this project was to reduce the harmful substances emitted into the atmosphere and discharged into water from the zinc and lead smelter, KCM plant located in Plovdiv, Bulgaria. The Project intends to contribute to environmental improvement and economic growth through appropriate countermeasures to produce cleaner exhaust gas and wastewater.

- Effectiveness & Impact

KCM is one of Bulgaria’s leading plants engaged in zinc and lead smelting. At the time of appraisal, KCM was forced to reduce its production output in order to meet EU environmental standards. Thanks to the installation and renovation of exhaust gas and wastewater facilities through this project, KCM was verified at the time of ex-post evaluation to be generally in compliance with EU environmental standards. The production volume of zinc and lead continues to increase, and the project was also judged to have played a role in Bulgaria’s acquisition of foreign currency through the export of its zinc and lead. A beneficiary survey confirmed that after the implementation of this project, the health of nearby residents improved and the effects of air and water pollution on the surrounding community, including farmland and livestock, decreased. Residents also indicated on the survey that they value the social contribution projects that KCM is working on, including providing financing for local industry and making donations to the community. Therefore, this project rates a highly satisfactory level of effectiveness since it has largely achieved its objectives.
Relevance

Both at the time of the appraisal and at the time of the ex-post evaluation, this project has been highly relevant to Bulgarian national and provincial policies. Bulgaria is proceeding with the development of environmental legislation and related regulations aiming toward joining the EU in 2007.

Efficiency

Although the project cost was kept almost as planned, the project period turned out to be much longer than planned (176% of planned time), therefore, the evaluation for efficiency is moderate. The main factors behind the project delays were the changes made to the project plans due to exchange rate fluctuations.

Sustainability

KCM, the executing agency, was privatized in 2001. No major problem has been observed regarding its technical capacity or operation and maintenance system. However, KCM's financial status requires continuous monitoring.

Conclusion, Lessons Learned, Recommendation

In light of the above, this project is evaluated to be satisfactory. A lesson learned is that if the main contracts could be concluded in local currency other than yen, then the loan agreement should have a 10% or greater contingency reserve at the time of appraisal to deal with exchange rate fluctuations during project implementation. Also, the executing agency should be continuously monitored in the future, since its financial position is easily influenced by its market. If KCM’s business condition worsens, a management forecast and other measures should be devised by request, through the Bulgarian Government as guarantor, the provision of a medium- and long-term management plan.

Poverty Reduction

(3) Pakistan: Kohat Tunnel Construction Project (1)-(3)

Contributing to social and economic development of poverty area by constructing Pakistan’s first large-scale tunnel

External Evaluator: Junko Saikawa
Loan Amount/Disbursed Amount: ¥12.618 billion / ¥12.550 billion
Loan Agreement: November 1994−February 2003
Terms & Conditions: Interest rate 1.8−2.6%, Repayment period 30 years (grace period 10 years), General untied
Final Disbursement Date: January 2002−September 2006
Executing Agency: National Highway Authority (http://www.nha.gov.pk/)

Project objectives

This project’s objective was to improve traffic conditions and increase the role of National Highway 55 (the Indus Highway) by constructing a new tunnel.
Chapter 2  An Overview of Evaluation Results

(length: 1,885 m, width: 7.3 m) and the 28 km new approach road (7.74 km toward north and 20.96 km toward south) as an alternative route to the Kohat pass situated between Peshawar and Kohat of the Indus Highway. Through the construction of the tunnel, the project intends to stimulate social and economic development in the North-West Frontier Province, where the poverty levels are high, and promote balanced economic development of Pakistan.

■ Effectiveness & Impact

As a result of the tunnel and approach roads that were constructed through this project, the increase in the rate of traffic volume was 49% during the 2003–2004 period and 13% during the 2004–2005 period. The rate of traffic volume increase was significantly higher than the planned figure (5% annual rate). Also, a majority of respondents in the beneficiary survey (of 105 road users) answered that, compared to the old road, transit time, travel cost (fuel cost) had been reduced, and safe and comfortable travel had become possible. The beneficiary survey also confirmed that commuting to work and school had become easier by using the constructed tunnel and approach roads, resulting in increased class attendance rates and shorter travel time to public facilities, such as hospitals. Therefore, this project has largely achieved its objectives, and effectiveness is highly satisfactory.

■ Relevance

This project has been highly relevant to Pakistan’s national policies both at the time of appraisal and at the time of ex-post evaluation. Road sector development was an issue raised both in the Eighth Five-Year Plan at the time of appraisal and in the National Highway Development Plan at the time of ex-post evaluation.

■ Efficiency

Project period and project cost both exceeded the plan, at 140% and 149% compared with the plan, therefore, the evaluation for efficiency is moderate. The main reason for the delay was that it became necessary to re-examine the detailed designs before the start of the civil engineering works, etc. However, a two-shift system was adopted for construction to keep delays at a minimum level. The factor behind the cost increase was the increase in construction work volume due to design changes.

■ Sustainability

No major problem has been observed regarding the capacity of the executing agency in its operation or maintenance. Therefore, sustainability of this project is considered to be high. The National Highway Authority (NHA), the executing agency, commissions maintenance to a private company and there are no particular problems with the company’s structure, technical capacities, etc.

■ Conclusion, Lessons Learned, Recommendation

In light of the above, this project is evaluated to be highly satisfactory. A lesson learned from this project is that when land acquisition and resident relocation are planned, measures should be taken as early as possible, taking into consideration the social and economic particularities of the project area. Regular monitoring by the executing agency to confirm the effects of this project is desirable.

Third-party opinion

This project had great impacts which improved the living conditions of many people, including residents of the remote northern regions, with improved safety and traffic volume increase on the section this project was implemented.

Name of specialist: Mr. Abdul Kader Jaffer
(private sector) After roles including Pakistan High Commissioner to the United Kingdom, currently president of the Pakistan-Japan Business Forum, chairman of Ahmed Jaffer & Company, involved in establishing and operating several international business forums, and known as a company charity activist.
(4) Bangladesh: Impact Assessment of Jamuna Multipurpose Bridge Project on Poverty Reduction

External Evaluator: Prof. Abdul Bayes, Department of Economics, Jahangirnagar University
Project name: Jamuna Multipurpose Bridge Project on Poverty Reduction
Loan Agreement: June 1994
Loan Amount: ¥21,562 million
Completed: June 1998

■ Outline and objectives

The Jamuna runs through the center of Bangladesh, bisecting the country into the eastern and western halves. It used to pose a bottleneck to land transport in the country, hindering the smooth transport of agricultural products grown in the granaries in the west to major consumption centers in the east, such as Dhaka and Chittagong and thereby bringing economic and social losses to farmers in the west. One of the objectives of the Jamuna Multipurpose Bridge Project (JMBP) is to eliminate this bottleneck to east-west transport by constructing a bridge over the Jamuna and, thereby reduces regional disparities between the country’s eastern and western regions. In this evaluation, hypotheses were postulated in the transmission channel of project impact and tested by comparing various economic and social indicators in the villages on the eastern and western sides of the river before and after the project. Based on this comparison, the project impact was estimated and policy implications were presented. Over 1,000 data from family budget survey were used in the analysis.

■ Evaluation method

(a) Postulating hypotheses

For the immediate impact of JMBP, the following impact channel was postulated: JMBP reduces transaction costs and this effect leads ultimately to (income and non-income) poverty reduction through various channels. To identify the process whereby lower transaction costs will lead to poverty reduction, the following 4 hypotheses were postulated.

(b) Impact estimation

These hypotheses were tested by analyzing primarily the indicators pertaining to (agricultural and non-agricultural) income earning activities of households. Specifically, comparison was made in changes in indicators before and after the project between the

![Map of Bangladesh showing treatment and control groups](image)

In this exercise, the treatment group and the control group are defined as follows:

- **Treatment group**: 5 villages (926 households) in the northwestern side of the Jamuna
- **Control group**: 2 villages (220 households) in the eastern side of the Jamuna

(1) Impact on prices: An increase in sales prices of agricultural crops; a decrease in the price of agricultural inputs (such as fertilizer)
(2) Impact on trade: a decrease in product transport cost; an increase in product sales volume
(3) Impact on income and poverty: an increase in household income; an increase in consumption and a decrease in poverty indicators
(4) Impact on non-agricultural activities: a boost in non-agricultural activities in villages
treatment group of villages that benefited from the project and the control group of villages that did not benefit from the project (Figure 1). This is called the Difference-in-Difference Estimation method (Figure 2).

### Evaluation results

**(a) Changes in household income**

In the treatment group, incomes increased significantly from grains other than rice and non-grain crops, such as vegetables, while comparable increases were not observed in the control group. In addition, incomes from trading activities and non-farming wage labor also increased in the control group. These findings indicate that there were balanced increases in agricultural and non-agricultural incomes.

**(b) Changes in prices of agricultural crops**

There was a general rise in the prices of agricultural crops in the treatment group. Improved access to markets raised bargaining power, and farming shifted to high-value crops. While the control group also saw increases of their crop prices, they were smaller than in the project group. Assessment of these findings points toward poverty reduction among the households benefited from the project and a shift in the crop pattern to higher-value crops. As JMBP had a significant impact on raising household incomes, it also may suggest that the construction of a bridge in the downstream of the Jamuna would contribute to poverty reduction in the households deriving benefits from such a project. In response to a shift in the crop pattern (toward higher-value crop production), infrastructure development in cold storage facilities could further increase impacts of JMBP.

#### Feedback of evaluation results

In December 2006, a workshop was held to share results of this evaluation with the executing agency, ADB, the World Bank, both of which co-financed this project, and other relevant organizations. The participants made extensive comments on the design of impact evaluation and the need to make detailed analysis. While this study focused on impact on the beneficiary households, some participants made a comment that since a broad geographical region benefited from the project, measuring and analyzing impacts on the entire economy was on the agenda for further evaluation. It was also pointed out that the evaluation of similar projects should be conducted with a baseline study before the project.

### Issues in method application

**(a) Selection of Treatment and Control Groups in Large-Scale Infrastructure Projects**

Since large-scale infrastructure projects bring benefits to a broad region, it is difficult to select a control group that did not receive benefits from such projects. In this evaluation, villages in the eastern side of the Jamuna were selected as the control group. However, the opening of the Jamuna Multipurpose Bridge may have brought benefits or losses to this region as well. In that case, Difference in

<table>
<thead>
<tr>
<th>Household Income</th>
<th>Treatment Group</th>
<th>Control Group</th>
<th>Estimated Project Impact</th>
</tr>
</thead>
<tbody>
<tr>
<td>1997-1998 (A)</td>
<td>2003-2004 (B)</td>
<td>Difference (B)-(A)</td>
<td>1997-1998 (C)</td>
</tr>
<tr>
<td>Agricultural Income (US$)</td>
<td>523</td>
<td>622</td>
<td>99</td>
</tr>
<tr>
<td>Non-agricultural Income (US$)</td>
<td>707</td>
<td>790</td>
<td>83</td>
</tr>
<tr>
<td>Total Household Income (US$)</td>
<td>1,230</td>
<td>1,412</td>
<td>182</td>
</tr>
<tr>
<td>Household Size (No. of Person)</td>
<td>5.45</td>
<td>5.3</td>
<td>-0.15</td>
</tr>
<tr>
<td>Per Capita Income</td>
<td>225</td>
<td>266</td>
<td>41</td>
</tr>
<tr>
<td>High-yield variety rice</td>
<td>210</td>
<td>286</td>
<td>76</td>
</tr>
<tr>
<td>wheat</td>
<td>294</td>
<td>411</td>
<td>117</td>
</tr>
<tr>
<td>jute</td>
<td>325</td>
<td>374</td>
<td>49</td>
</tr>
<tr>
<td>sugar cane</td>
<td>55</td>
<td>50</td>
<td>-5</td>
</tr>
<tr>
<td>oilseeds</td>
<td>478</td>
<td>811</td>
<td>333</td>
</tr>
<tr>
<td>pulses</td>
<td>369</td>
<td>555</td>
<td>186</td>
</tr>
<tr>
<td>potato</td>
<td>133</td>
<td>185</td>
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<tr>
<td>onion</td>
<td>432</td>
<td>444</td>
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<tr>
<td>vegetables</td>
<td>191</td>
<td>255</td>
<td>64</td>
</tr>
<tr>
<td>others</td>
<td>217</td>
<td>600</td>
<td>383</td>
</tr>
</tbody>
</table>

*1 Currency in Bangladesh  
*2 A weight measure in Bangladesh (1 mond = 37kg)
difference estimation may have underestimated or overestimated true impacts. Therefore, how to select the control group in the impact evaluation of large scale infrastructure projects is on the agenda for further study.

(b) Refining impact evaluation method

It is not appropriate to compare means of household data in each village because there is heterogeneity of households in a given village. In estimating project impacts, the evaluation methodology could be refined further by comparing households with similar characteristics between the treatment and control groups.

2.4.2 Status of Follow-up on Past Evaluation Results

JBIC is establishing mechanisms to provide feedback to new projects and the projects currently being conducted from the lessons learned through the ex-post evaluations of Japanese ODA loans. Specifically, the evaluation results for similar projects from the past are reflected in the ex-ante evaluations and Special Assistance Facility (SAF), and are linked to improvement of projects. In addition, developing countries and JBIC encourage the necessary improvements for projects based on the results of ex-post evaluations, and the results of this are verified at ex-post monitoring, which is conducted on the seventh year following project completion; if any areas of concern in terms of realization of results are seen, Special Assistance for Project Sustainability (SAPS), one of SAF’s measures, is conducted, and support is given to the efforts of the developing country towards securing sustainability.

The ex-post evaluation of the “Locomotive Factory Manufacturing Project” in Pakistan in FY2004 recommended the reformation of the management structure of the implementing organization, as well as to derive more efficient methods to manage the locomotive factory. JBIC is working to implement strategies to improve the project using SAPS through such recommendations.

Also the “Forestry Sector Project” in the Philippines, where the ex-post evaluation was conducted in FY2005, is an example of the results of ex-post evaluation fed back and utilized for the formulation of a new project. Building on the results of the ex-post evaluation, JBIC, in formulating the new forestry project in the Philippines, intends to incorporate the following into the project:
1) Introduction of programs to improve livelihood
2) Introduction of review process of the NGOs related to the project, and active recruitment of the NGOs that surpassed such review
3) Formulation of guidelines for maintaining and preserving forestation