

Evaluation of Japan's Assistance for the Mekong Region

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Evaluation Period: July 2014 – February 2015
Field Survey Countries: Cambodia and Thailand



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Background and Objectives

The five countries in the Mekong Region (Cambodia, Lao PDR, Myanmar, Thailand and Viet Nam) have long-standing bilateral socio-cultural, political and economic ties with Japan. As the economic development and stability of this region are important for the economic stability of Japan, Japan has consistently provided ODA for these countries. This study was conducted to evaluate Japan's ODA policies for the Mekong Region up to the present from the viewpoint of region-wide public-private cooperation for investment, infrastructure development and soft infrastructure development and institutional development in the region. The objective of the study was to draw lessons from the evaluation results and to come up with vital recommendations for the planning and implementation of Japan's ODA policies in the coming years, ensuring the accountability of the ODA provided by the Government of Japan to the Japanese people and enhancing the transparency and objectivity of Japan's ODA policies.

Evaluation Results

● Development Viewpoints

(1) Relevance of Policies

Japan's ODA for the Mekong Region not only conformed to Japan's ODA Charter, the foreign policies of MOFA and the development plans of the five countries, but was also consistent with the investment trends in private enterprises in Japan. Therefore, the relevance of Japan's ODA for the Mekong Region is high.



Cambodia's new 500 Riel bill

(2) Effectiveness of Results

Japan's recent ODA for the Mekong Region backed by the New Concept for Mekong Region Development announced in 2013 (with a total aid amount of USD 1.5 billion), the JPY500 billion aid package announced in the Mekong-Japan Action Plan 63 based on the Tokyo Declaration of the First Meeting between the Heads of Governments of Japan and Mekong Region Countries in 2009, and the JPY600 billion aid package announced in 2012 have greatly contributed to the socio-economic development of the five Mekong Region countries. As such, the effectiveness of the results is high.

(3) Appropriateness of Processes

Japan's ODA projects in the Mekong Region were finalized through the process of precise coordination with individual countries in the region along with consolidation of the opinions expressed by stakeholders at meetings of multiple levels, and the results were reported in an appropriate manner. In Japan, opinions were exchanged among the relevant government ministries and agencies, aid organizations and private sector bodies in order to prepare and implement aid projects under various schemes. As such, the appropriateness of the processes is high.

● Diplomatic Viewpoints

Gratitude for Japan's ODA has been widely expressed by both the public and private sectors in the Mekong Region countries, illustrating the great contribution of such ODA to Japan's diplomacy aimed at promoting friendship between Japan and these countries.

Recommendations

1 Viewpoint of Cooperation for Regional Development and Formulation of Region-Wide Development Plan and Strategy

The annual summit of heads of states as well as annual meeting of foreign and economic ministers should continue within the framework of aid for the Mekong Region. An integrated regional development plan and priority projects should be formed for the purpose of assisting regional development.

2 Continued Assistance for Infrastructure Development and Institutional Development

As the enhancement of regional connectivity is important to provide effective assistance for the Mekong Region, assistance for infrastructure development should continue. Further aid efforts are necessary, particularly for the development of soft infrastructure and institutional development.

3 Promotion of Human Resources Development in Line with Industrial Development Needs

A various, specific ODA menu should be provided to ensure the development of the human resources required in such fields as the development of soft infrastructure and institutional development where Japan's technological strength can be effectively and efficiently utilized, fostering of supporting industries and facilitation of inward investment.

4 Assistance for Balanced, Sustainable Development

The development gap between the countries concerned and the environment should be carefully considered when providing development cooperation for the Mekong Region to make the integrated, balanced and sustainable development of the region possible.

5 Continued Collaboration with Partners

Because ODA in question is not bilateral but features the much wider Mekong Region, it is important to further strengthen the collaboration with Asian Development Bank (ADB), other aid organizations and donor countries as well as the five countries in the region in terms of the preparation of assistance policies as well as the implementation of and funding for assistance policies.

6 Further Promotion of Collaboration with the Private Sector

Because of the special importance of the Mekong Region for Japan's industries, the continuation of existing frameworks for public-private cooperation, such as the Public-Private Cooperation in the Mekong Region and the Mekong-Japan Industry and Government Dialogue, is essential.

7 Strengthening of Publicity Activities

A broad approach of publicity, which targets not only the government officials and staff members of ODA implementation agencies in the partner countries but also the people of partner countries, is highly desirable so that Japan's ODA framework for the Mekong Region would be understood more properly at every level.

Examples of Response Measures to Recommendations

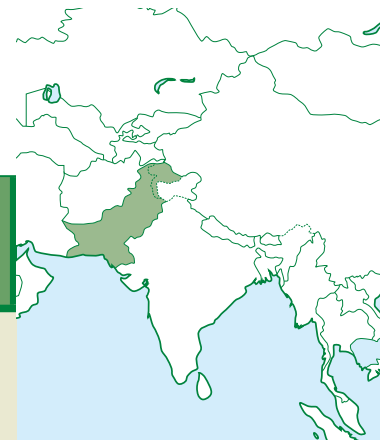
- At the Mekong-Japan Summit Meeting held in July 2015, the Government of Japan and the Mekong region countries adopted the "New Tokyo Strategy 2015," a new strategy for Mekong-Japan cooperation that succeeds the "Tokyo Strategy 2012," and the Government of Japan committed around 750 billion yen in ODA to the Mekong region for the next three years. The process to formulate a regional development plan and priority projects has been executed based on this strategy and commitment.
- Both "hard" and "soft" assistance to strengthen connectivity in the Mekong region are identified as a priority area of Japan's ODA policy for the Mekong countries. Japan currently implements many such projects and will continue to uphold this policy. When designing future projects, Japan will commit itself to making effective funding allocations by examining the division of labor system in the Mekong region and by properly judging what function individual infrastructures, such as roads and bridges, have for industrial infrastructures.
- Assistance for human resource development, including the development of industrial human resources, has been identified as a priority area of Japan's ODA policy for Mekong countries. Japan has implemented many projects in a variety of sectors, including the development of legal systems and trade and investment promotion, and will continue to uphold this policy. For example, in an effort to achieve "quality growth" in Mekong countries, infrastructure development assistance will be accompanied by further promotion of human resource development in order to improve operation, maintenance, and management capabilities as well as the employment of local human resources at construction sites.



South-East Asian students studying abroad at King Mongkut's Institute of Technology Ladkraban in Thailand through AUN/SEED-Net's assistance, and teachers supervising the students

Country Assistance Evaluation of Pakistan

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Evaluation Period: July 2014 – February 2015



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Background and Objectives

Japan began economic cooperation with Pakistan in 1954, and the two countries have developed a positive relationship over a long period of time. This evaluation has been performed to comprehensively assess ODA policies based on the significance of Japanese ODA to Pakistan, and to obtain lessons learned and recommendations as a reference for the planning and implementation of future ODA policies.

Evaluation Results

The evaluation has determined that policy relevance is very high, the results have been effective, and processes have been appropriately implemented; and, from the diplomatic viewpoints, that Japanese assistance to Pakistan has formed the basis of a positive diplomatic relationship between the two countries.

● Development Viewpoints

(1) Relevance of Policies

Japanese assistance policies are fully based on the major development plans and development policies of Pakistan, are consistent with the development needs of Pakistan, and are fully conformed to Japan's ODA Charter, Medium-Term Policy on ODA, and Country Assistance Policy. The key areas of the Country Assistance Policy are consistent with the international priority issues of 1) pursuing the Millennium Development Goals (MDGs), 2) addressing global issues, and 3) peacebuilding and providing assistance for conflict and border areas. Japanese assistance shows relative advantages with regard to its combination of aid schemes, preparation of ODA programs, and outstanding assistance in the areas of electric power, health, and disaster risk reduction.

(2) Effectiveness of Results

Out of the three priority areas indicated in the Country Assistance Policy for Pakistan, effects have been seen in "improvement of economic infrastructures," which includes assistance for the agricultural and rural sectors, programs for industrial development and the investment environment, and economic infrastructure development (transportation and electric power). In ensuring human



Technical cooperation in Punjab Province
Children participating in a non-formal education project

security and improvement of social infrastructure, effects have been seen in education, basic health and medical services, hygiene and environmental improvement, and support for disaster risk reduction. For the "stabilization of areas including the border regions and assistance for balanced development," effects were observed to some extent in improving livelihoods in border regions and other less-developed areas, and also in counterterrorism exercises. Feeding back upon this result, in terms of the conclusive effectiveness of the results, assistance for Pakistan from the people of Japan has been overall "effective (despite not meeting all criteria to be effective, there were a few projects which were evaluated to have had positive effects)."

(3) Appropriateness of Processes

There has been adequate collaboration among MOFA, the Embassy of Japan, JICA Headquarters, the JICA Pakistan Office, and local ODA-implementing agencies in the Appropriateness of Processes for the formation of assistance policies. Information on various related matters, such as the formulation of the Country Assistance Policy, is shared and examined in detail with MOFA, JICA Headquarters, JICA Pakistan Office, and the Embassy of Japan, by means of the regular monthly ODA Task Force meetings. These actors are well conscious of collaborating among them and with the Government of Pakistan and other donors in the stage of implementation of the Government of Pakistan. The Economic Affairs Division (EAD) works as the contact point for aid acceptance on the Pakistan side, though it can be more proactive in its role.

●Diplomatic Viewpoints

Japan's past assistance to Pakistan has established the basis for maintaining good diplomatic relations between the two countries. At the presidential/ministerial level, Japan and Pakistan share the importance of evaluating Japan's assistance for Pakistan and the need for building stronger diplomatic ties between the two countries on occasions such as the President of Pakistan's visit to Japan. In addition, Japan's assistance to Pakistan has so far been implemented on the basis of full recognition of its diplomatic importance and diplomatic impacts.

Recommendations

1 ODA policies with more emphasis on the comparative advantages of Japanese assistance

It will be important to continue assistance based on the medium- and long-term development plans of Japan and Pakistan. Japan's aid is characterized with a variety of instruments, which include ODA loans, grant aid, and technical cooperation, and with careful attention to human resource development and support with long-term perspectives. Recently, due to trends in budgetary constraints in Japan, the country's diplomatic presence has become relatively low compared to China and the USA. However, the evaluation of Japan's assistance by Pakistan has been extremely high in terms of providing grant aid and technical cooperation of a high quality, and there is a strong need for further assistance. Japan should continue to maintain principles of ODA policies that give consideration to further enhancement of the quality of assistance.

2 Continuing assistance with a greater sense of selectivity, based on the priority areas of the Country Assistance Policy

Amid the trend towards smaller aid budgets, it would be effective for Japan's assistance to Pakistan to focus on the content of support in sectors and aid schemes where Japan has a good track record of past assistance, with a greater emphasis on the three priority areas stated in the Country Assistance Policy.

3 Continuing assistance that contributes to the stability and balanced development of areas including border regions, but focusing on regions and areas where assistance is feasible

For assistance that contributes to the stability and balanced development of areas including border regions in the future, it is appropriate to continue assistance with greater selectivity in terms of geographical focus, with a well prepared explanation on the significance of the

assistance, in order to maximize effectiveness in the midst of practical limitations such as public security. For instance, based on the three priority areas of the Country Assistance Policy, greater emphasis will be put on the assistance for the border regions of Pakistan in areas such as agriculture, vocational training, and health, where Japanese assistance has considerable previous experience.

4 Speeding up and simplifying the process of decision making and selection process for assistance to Pakistan

In order to provide the timely assistance that Pakistan expects from Japan, every effort should be made to have faster decision-making in the procedures to determine the content of assistance and the formulation of projects, with greater cooperation of the Pakistan side.

5 Promoting active coordination with other donors in the sectors and issues which Japan focused

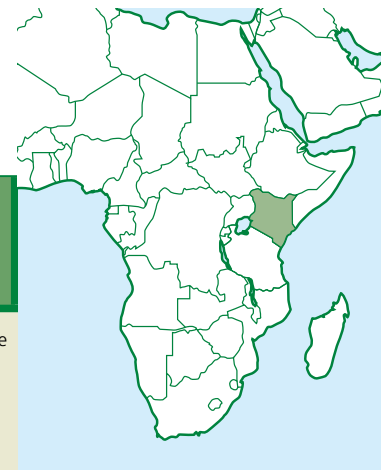
In terms of cost effectiveness and maintaining the Japanese presence in aid, it is necessary to build partnerships with other donors in areas where reputable track records exist, such as power sector development and polio eradication.

Examples of Response Measures to Recommendations

- During the revision process of the Country Assistance Policy, the Rolling Plan, and other Japanese policies, Japan will pay attention to maintaining consistency with Pakistan's long-term development plan "Vision 2025" and other plans, while taking into account Japan's foreign and ODA policies and the requests from the Government of Pakistan.
- In designing individual programs and/or projects, Japan will seek to improve the quality of assistance by exploring effective collaboration among ODA loans, grant aid, and technical cooperation, based on the development agenda and cooperation programs set forth in the Country Assistance Policy and the Rolling Plan.
- Japan will prioritize assistance by strengthening the program approach. This will include identifying cooperation programs that should be given greater priority, while working to further enhance collaboration between MOFA and JICA, taking into consideration the order of priority identified by Pakistan, and bearing in mind the scale of the programs.
- Japan will strive to gauge the needs of Pakistan and share information on Japan's priority areas and ODA provision process through economic cooperation policy dialogues and daily contacts.
- Consultations pertaining to individual programs and/or projects will include not only the implementing agencies on the Pakistani side, but also the agencies that serve as contact points for foreign aid, as necessary, to increase the efficiency of program/project selection procedures and speed up decision-making.

Country Assistance Evaluation of Kenya

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Evaluation Period: July 2014 – February 2015



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Background and Objectives

The Republic of Kenya (hereinafter referred to as “Kenya”) is located at a geographically strategic point as a hub for sea and air transport for East Africa. Kenya is a leading country in East Africa for its economy and regional stability, such as its active contribution to peace in the surrounding regions. On the other hand, Kenya faces challenges such as increasing poverty, serious unemployment, and the frequent occurrence of natural disasters.

The objective of this evaluation is to review Japan’s ODA policy in Kenya in a comprehensive manner, and to provide recommendations and lessons learned for the formulation and implementation of future ODA policies. This evaluation scopes the Country Assistance Program formulated in 2000 and the Country Assistance Policy formulated in 2012 to evaluate the implementation of Japan’s ODA policy in Kenya.

Evaluation Results

● Development Viewpoints

(1) Relevance of Policies

Japan’s ODA policy to Kenya is highly consistent with Kenya’s development needs, Japan’s high-level ODA policies, and international priority issues. Moreover, the relevance of this policy with other development partners is rated high and Japan’s ODA has the comparative advantage in Kenya. Consequently, the relevance of policies is rated “high.”

(2) Effectiveness of Results

Significant effects were ascertained in nearly all of the priority sectors for Japan’s ODA to Kenya, therefore, the effectiveness of result is rated “high.”

(3) Appropriateness of Processes

In implementation processes for Japan’s ODA policy to Kenya, the processes from plan formulation to implementation, the operation of the ODA Task Force, and the Kenya’s system for receiving financial assistance are all appropriate. Cooperation including aid coordination with



Construction to expand Mombasa’s port under Japan’s support

other development partners, NGOs, and the private sector are also carried out appropriately. However, there are some issues for continuing projects and the Kenyan citizens’ recognition for Japan’s ODA. Thus, the appropriateness of processes is rated “high.”

● Diplomatic Viewpoints

Japan’s ODA to Kenya has contributed to ‘Further contribution toward international peace cooperation’ and ‘Support for African growth,’ among other goals. In addition, Japan’s ODA has also contributed to the deepening of the economic relations and the interaction of people between the two countries. Therefore, Japan’s ODA has diplomatic importance and diplomatic impact.

Recommendations

1 Ensuring a consistent and strategic approach in the Country Assistance Policy for Kenya

The Country Assistance Policy for Kenya should explicitly mention the “sustainable socioeconomic development contributing to national coherence and integration,” in line with Kenya’s circumstances. Based on this principle, it is thus necessary to concretely state Japan’s approaches on the Country Assistance Policy for Kenya in a manner that the input resources facilitate the achievement of the larger policy goals, directly or indirectly.

2

Promoting considerations for social environment and securing leadership in the aid coordination for infrastructure development projects

Along with the escalation of infrastructure development in Kenya, Kenyan society concerns the invariable accidents that occur during construction and after completion. This concern has grown with the rapid development and increased scale of construction projects. With involvement from emerging donors, Japan should take a position of leadership in social environment considerations in infrastructure development projects, including ensuring the safety of construction projects and completed facilities, as well as the observance of environmental regulations.

3

Setting exit strategies for continuing projects

In Kenya, there is a tendency for projects to be continued, with total project periods spanning over the long term. Since there are still many priority sectors that need aid in Kenya, once projects achieve their initial goals, management responsibility for these projects, in human resources and finances, should be transferred to the Government of Kenya at the earliest possible stage by setting exit strategies for continuing projects.

4

Improving public relations to Kenyan citizens for Japan's ODA to Kenya

Japan has provided ODA to Kenya through various schemes. However, the recognition of Japan's ODA to Kenyan citizens is not sufficient, as direct assistance towards the Kenyan citizens is limited. In order to improve this situation, the Government of Japan needs to forge a public relations strategy that clearly appeals to the Kenyan society based on the principles of Japan's contribution to Kenya's important development agendas.

Examples of Response Measures to Recommendations

- Based on Kenya's long-term development strategy "Vision 2030," Japan will continue to provide assistance toward the five priority areas of "economic infrastructure development," "agricultural development," "environmental protection," "human resource development," and "healthcare."
- Through policy dialogues, Japan will gauge the development issues of Kenya from a mid- to long-term perspective and consider Japan's ODA approach for Kenya.
- Japan has identified "economic infrastructure development" as one of the priority areas of its Country Assistance Policy for Kenya, and carries out activities such as port development and road construction that make use of Japan's technologies. Japan will not only ensure safety and make environmental considerations during the construction work process, but also provide assistance, such as for Kenya's capacity building for maintenance and management, safety measures and legal compliance, by coordinating with technical cooperation and relevant donors after construction work.
- Japan will engage in public relations activities, including the issuance of press releases to local media, by using a variety of opportunities, such as signing ceremonies between the two countries for the implementation of ODA loan and other programs and ceremonies marking the completion of facilities built through assistance from Japan.
- In order to improve the recognition of Japan's ODA to Kenyan citizens, Japan will forge a public relations strategy by utilizing social networking services and the publication of newspaper advertisements, etc.



Land cultivated under the Smallholder Horticulture Empowerment Project (SHEP), supported by Japan

Evaluation of Cooperation for Legal and Judicial Reform

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Evaluation Period: August 2014 – February 2015
Case Study Countries: Vietnam, Cambodia



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Background and Objectives

The importance of cooperation for legal and judicial reform in developing countries has been increasing, as it supports the self-help of those countries upon good governance, and takes a role in building a significant basis to promote sustainable development. In this context, Japan formulated the “Basic Policy on Assistance for Development of the Legal System” (enacted in April 2009 and revised in May 2013). Given this background, this evaluation was conducted in order to comprehensively assess the performance of the cooperation in this area and to make recommendations in order to carry out more efficient assistance in the future. The main subjects of this evaluation were policies from Japan’s ODA Charter, Japan’s Medium-Term Policy on ODA related to cooperation for legal and judicial reform, and the Basic Policy on Assistance for Development of the Legal System.

Evaluation Results

Japan’s cooperation for legal and judicial reform generally received high evaluations from development and diplomatic viewpoints.

● Development Viewpoints

(1) Relevance of Policies

The evaluation team assessed the Relevance of Policies of the cooperation from five perspectives: consistency with international priority issues, consistency with Japan’s high-level policies, positioning in Japan’s diplomatic policy, consistency with the needs of the recipient countries, and Japan’s comparative advantage. Overall, relevance of Japan’s policies on cooperation for legal and judicial reform is ensured sufficiently. In particular, Japan’s comparative advantage is worthy of high praise.

(2) Effectiveness of Results

The four pillars of cooperation for legal and judicial reform are (1) establishment of rules, (2) capacity building of law operation agencies, (3) legal empowerment, and (4) human resource development. In these terms, Japan’s efforts to establish good governance and the rule of law were effective to a certain degree. On the other hand, it

should be noted that continued monitoring is important as it takes some time for the outcome of cooperation for legal and judicial reform to become apparent. It was also pointed out that the corruption in the judiciary remains critical, and it needs to be addressed to improve the effectiveness of cooperation for legal and judicial reform.

(3) Appropriateness of Processes

The evaluation team highly evaluated the fact that discussions with the recipient countries were held appropriately and that skilled experts were sent to carry out highly professional assistance. However, there were several issues mainly concerning collaborations with other donors.

● Diplomatic Viewpoints

Overall, cooperation for legal and judicial reform has contributed greatly to Japan’s diplomacy. One of the features of Japan’s cooperation for legal and judicial reform is active interaction at the personal level. The evaluation team highly evaluates the fact that many of those who have become fond of and knowledgeable about Japan through the cooperation have become central figures in the administration and in business circles.

Recommendations

1 Setting up policy-making opportunities for top-level government officials

Discussions in the Government of Japan should be held more frequently at a higher level than the revision



Meeting with the Ministry of Justice in Vietnam

cycle of the Basic Policy on Assistance for Development of the Legal System so as to establish a platform to review cooperation for legal and judicial reforms and actively develop related policies.

2 Assistance to agencies responsible for political decision-making

In addition to the conventional assistance at the field level, Japan should provide assistance to agencies with policy-making authority.

3 Assistance for monitoring the operation of law

In conducting cooperation for legal and judicial reforms in the future, organizing information to assist monitoring operation of law should be included as part of its assistance component.

4 Strengthening promotional activities for better access to the judicial system

It is indispensable to promulgate the legal and judicial system itself to the general public of recipient countries by active dissemination through media of recipient countries.

5 Strengthening partnerships with other donors and international organizations

Japan can increase its presence in the field of cooperation for legal and judicial reform among donors, by fully applying its comparative advantage and actively taking lead in the efforts for cooperation in this area.

6 Assisting the operation of the legal system in collaboration with the private sector

It is important to establish a system in which the implementation agencies of the cooperation for legal and judicial reform led by JICA are able to increase its focus on cooperating with the private sector, such as the Japan Federation of Bar Associations (JFBA). This will enable these agencies to dispatch lawyers more actively and to support them during their mission.

7 Active publication of documents produced through cooperation for legal and judicial reform activities

Documents produced through Japan's cooperation for legal and judicial reform activities have been regarded very highly by seminar participants and local legal experts. Thus these documents should be published actively in more accessible ways in order to increase the effects of the assistance.



Conducting a mock trial in Cambodia (picture provided by JICA)

It is to be noted that MOFA and JICA are not the only partners of Japan's cooperation for legal and judicial reform. Other government agencies are also important partners, including the Ministry of Justice (MOJ), the Ministry of Economy, Trade and Industry (METI), the Ministry of Finance (MOF), and the Ministry of Education, Culture, Sports, Science and Technology (MEXT). Industrial institutions, universities, bar associations, and NGOs also play an important role. Therefore, in addition to recommendations targeted directly to MOFA and JICA, the evaluation team has made recommendations to other partners involved in cooperation for legal and judicial reform as follows:

- (1) Expanding a system that responds to the interests of Japanese companies
- (2) Human resources development for cooperation for legal and judicial reform

Examples of Response Measures to Recommendations

- Collaboration with relevant ministries and agencies and other actors will be strengthened while making use of various fora, such as the Inter-ministerial Meeting for the Support of Japanese Firms in the International Legal Field and the Ministerial Meeting on Strategy relating Infrastructure Export and Economic Cooperation, in order to implement cooperation for legal and judicial reform based on swift and flexible collaboration more than ever before.
- Also from the standpoint of promoting judicial systems as well as laws and ordinances that have been passed and encouraging their actual use and application, PR activities for the general public in recipient countries will be further enhanced under JICA's technical cooperation programs by use of the mass media and other tools.
- Japan will make further efforts to share information on assistance in this field with other donors and international organizations and explore possibilities for coordinated cooperation, and thereby make the most efficient use of aid resources available to countries and organizations.

Evaluation of Humanitarian Assistance in Case of Emergency

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Evaluation Period: July 2014 – February 2015
Case Study Country: Philippines



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Background and Objectives

In the event of overseas natural disasters, Japan provides international emergency assistance for large scale disasters, toward affected countries which cannot provide assistance to the disaster victims alone, by dispatching the Japan Disaster Relief Team (personnel assistance), providing Emergency Relief Goods (material assistance), and Emergency Grant Aid (financial assistance). In this way, Japan has accumulated much experience over time. However, the scope of the evaluation on the humanitarian assistance implemented to date has been limited to the assistance by the Japan Disaster Relief Team, excluding the assistance by the Self-Defense Force Unit.

For this evaluation, a comprehensive evaluation was carried out on personnel, material, and financial assistance provided by Japan in emergency situations. Also, international emergency assistance activities to respond to the 2013 Typhoon Yolanda disaster in the Philippines were selected as case studies.

The objectives of this evaluation were to provide recommendations and derive lessons learned that can contribute to the formulation and implementation of future international emergency assistance measures, focusing on the diversification of the cooperation framework for humanitarian assistance in recent years, taking into consideration women and children in vulnerable situations, and discussions on the various issues concerning the smooth transition from the emergency phase to the recovery and restoration phases. Also, another objective was to fulfill our responsibility to explain the evaluation results to the Japanese people, and to increase understanding of Japan's standpoint and to make contributions in strengthening future bilateral and multilateral cooperation by providing feedback of the evaluation results to other countries involved in humanitarian assistance.

Evaluation Results

It was evaluated that, from development viewpoints, the Relevance of the Policies is "high," the Effectiveness of the Results is "large," and the Appropriateness of the Processes is "appropriate to a certain extent." Also, from diplomatic viewpoints, the diplomatic importance is large and contributes to producing a strong feeling of affinity towards Japan in countries affected by disasters.

Development Viewpoints

(1) Relevance of Policies

In the case of Japan's humanitarian assistance in emergency situations, there is consistency between the needs of countries, regions, and people affected by disasters and Japan's high-level policies. There is an assurance of coordination with the assistance of other donors, and Japan's comparative advantages are utilized. Also, the amount of humanitarian assistance contributed by the Government of Japan has increased corresponding to the increasing needs for humanitarian assistance. On the other hand, there were issues where it was found that some initiatives in response to trends in humanitarian assistance in the international community were lagging behind.

(2) Effectiveness of Results

Japan's international emergency assistance has a high levels for its quality and speed. In terms of the total amount contributed over the past 10 years, Japan's humanitarian assistance ranks 4th in the world. The countries receiving the assistance are geopolitically diverse. The assistance has been provided in various fields. For these reasons, the assistance has produced outcomes that have the desired effect for the people requiring the assistance. Also, the five initiatives in the current concrete policy of response under "Humanitarian Aid Policy of Japan" are being sufficiently implemented in the cases of "(1) Assistance to refugees and internally displaced persons (IDPs)" and "(3) Response to natural disasters," and initiatives are in steady progress and the targets are being achieved in the cases of "(2) Smooth Transition," "(4) Security of humanitarian aid workers," and "(5) Civil-military coordination." The steady implementation



Health activities by the Self-Defense Forces (a picture provided by the Ministry of Defense)

of these initiatives has contributed to achievement of the ultimate objective of the Humanitarian Aid Policy of Japan. Also, an appropriate level of the required information regarding Japan's humanitarian assistance activities is being provided to persons and organizations actively seeking for it, for example the media and aid stakeholders.

(3) Appropriateness of Processes

The Humanitarian Assistance Policy of Japan was formulated by a process that was generally appropriate. Also, the system for implementation of the emergency humanitarian assistance is developed and can respond rapidly in accordance with the circumstances from the time of the request until implementation of the assistance. In addition, information on trends in assistance by other organizations such as the International Disaster Relief Team and NGOs is collected and coordinated, and the continuous identification of the needs as well as monitoring and evaluation are carried out and effectively managed. Furthermore, initiatives are taken on consideration for the vulnerable and for a smooth transition that will lead to restoration and recovery assistance, for example, from the gender perspective. Moreover, assistance focusing on early recovery after dispatching members of the International Disaster Relief Team by the Japanese Government, and assistance by international organizations and NGOs from the emergency period to the recovery and restoration periods, will lead to continuous support for disaster response.

● Diplomatic Viewpoints

The implementation of emergency humanitarian assistance itself, which is a measure to realize the concept of "Human Security," has a diplomatic importance. Responding to disasters has great diplomatic importance, as it is often raised as a key agenda for discussions in bilateral and multilateral dialogues and cooperation. Furthermore, Japan's emergency assistance contributes to producing a feeling of affinity towards Japan in the country affected by the disaster. This is expected to contribute to extending an awareness of Japan's contributions to the international community, strengthening peace and stability in the regions affected by disasters, and reinforcing trust between Japan and other countries.

Recommendations

1 Strengthening of the initial assessment* function in the event of natural disasters

It is important to enhance the function of determining the circumstances by means of an initial assessment and to formulate the unfolding of activities in the phase of emergency response.

* Initial assessment: Research and assessments made during the initial stage of emergency support, to understand the status quo and the needs of the disaster.

2 Conducting Rapid Review*

It is proposed that in the emergency response phase, a Rapid Review be implemented based on the plan of

operations designed through the initial assessment which could be used as the evaluation criteria.

* Rapid Review: Whilst there is transition from the emergency supporting phase to the restoration support phase, contents of the emergency support activities and its impacts are evaluated, and contents for restoration support which was expected at the stage of initial assessment is reviewed. The expected evaluation in this context is not to conduct literature review or quantitative evaluations but to review "by observing activity sites, and interviewing disaster victims and those involved" through an evaluation which is to be conducted rapidly after an event.

3 Contribution to common services* supporting humanitarian assistance activities

It is proposed that indirect assistance be enhanced as an initiative to increase the comparative advantage of Japan's humanitarian assistance activities.

* Common services: Services in line with humanitarian support activities, which stakeholders could share common profits, for example, coordination amongst stakeholders, restoration of communication services, or transportation services.

4 Humanitarian assistance to respond to the disaster cycle

It is important to produce a strategy and mechanism for assistance which relates disaster risk reduction, development, emergency, recovery, and restoration responses as a whole disaster cycle.

5 Promoting cooperation with the private sector

In all the processes of humanitarian assistance, it is important to create a system for strengthening links with government actors and NGOs, and, at the same time, to establish a system of engaging with actors in the private sector on a routine basis.

Examples of Response Measures to Recommendations

- Japan will continue to proactively dispatch Japanese experts to United Nations Disaster Assessment and Coordination (UNDAC) teams, in addition to collecting information from Japan's overseas establishments and JICA's overseas offices when natural disasters occur. In the immediate aftermath of natural disasters, as necessary, efforts will be made to gauge the extent of devastation swiftly and accurately as much as possible, for example, by expeditiously dispatching assessment teams comprised of officials from MOFA's Humanitarian Assistance and Emergency Relief Division, JICA's Secretariat of Japan Disaster Relief Team, and if required, personnel of the relevant ministries and agencies who are knowledgeable about international emergency assistance.
- While the Japan Disaster Relief Team is active, Japan has heretofore conducted assessments that take into consideration the recovery and restoration phases. As necessary, efforts will be made to continue to provide seamless supports following the termination of emergency assistance activities, including considering the dispatch of experts in related fields as members of the Japan Disaster Relief Team.
- Japan will proactively participate in international aid coordination frameworks, provide beneficial information, and make personnel contributions. At the same time, Japan will implement the necessary assistance in a precise manner, in accordance with the needs of affected governments.

Evaluation of Japan's Contribution to the Achievement of the MDGs in the Health Sector

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Advisor: Etsuko Kita, Chair of the Board, Sasakawa Memorial Health Foundation
Consultant: Mizuho Information & Research Institute, Inc.
Evaluation Period: July 2014 – February 2015
Case Study Countries: Senegal, Ghana (Field studies in Senegal and Ghana had been canceled due to the Ebola outbreak in neighboring countries. Literature research and telephone interviews to ODA taskforces were conducted instead.)



Original Report: <http://www.mofa.go.jp/policy/oda/evaluation/FY2014/pdfs/health.pdf>

Background and Objectives

To achieve the Millennium Development Goals (MDGs) adopted in 2000, Japan established a series of development policies in the health sector and has given bilateral and multilateral assistance to the sector. However, although the time limit for the achievement of the MDGs in 2015 is drawing near, progress toward the health-related MDGs has not been sufficient. In the international community, attention has been drawn not only to disease-specific, subsectoral or vertical assistance but also to trans-disease, cross-subsectoral or horizontal assistance, such as the strengthening of health systems, and to Universal Health Coverage (UHC)*. In this evaluation, based on these backgrounds, an overall evaluation was carried out on the efforts that Japan has contributed to achieve the health MDGs, from when the MDGs were established up until 2013.

* Universal Health Coverage (UHC), is defined as ensuring that all people can use the promotive, preventive, curative, rehabilitative and palliative health services they need, of sufficient quality to be effective, while also ensuring that the use of these services does not expose the user to financial hardship.

Evaluation Results

● Development Viewpoints

(1) Relevance of Policies

Japan's ODA policies in the health sector are generally consistent with trends in assistance of the international community known through the MDGs, G8 Summits and other international trends. There is a gap between the trend in health assistance of Japan and the international community, as Japan's assistance mainly targeted neighboring Asian countries, whereas many countries in Sub-Saharan Africa with the most serious health problems at the global standard is addressed internationally. This discrepancy is driven by Japan's "national interest" in building friendly relationships with neighboring countries through the ODA implementation. Given that there is an imbalance in the regional allocation of ODA also among other donor countries due to their "national interests" based on regional and historical relationships with neighboring countries, and by overall examining other factors to take into

consideration, the Relevance of Policies could be said to be generally high.

(2) Effectiveness of Results

The Evaluation Team utilized the OECD's Creditor Reporting System (CRS) data on ODA disbursements and the United Nations' data on MDG indicators. As a result, a statistically significant correlation was found between Japan's ODA in the health sector and the degree of improvement in MDG 4 (Reduce child mortality) and MDG 5 (Improve maternal health). However, the level of significance was higher for other donors than for Japan. As Japan's ODA in the health sector is allocated to East Asian countries where MDG indicators have relatively been improved, compared to African countries which have higher potentials for improving the MDG indicators, the outcome or impact of ODA by Japan may have had smaller effects than other donors, which allocate more ODA to African countries.

The effect of Japan's ODA in the health sector was examined in two case study countries (Senegal and Ghana) based on micro data analysis and fact-finding research. In both countries, child mortality rate, the main indicator of MDG 4, and some indicators of MDG 5 and MDG 6 (Combat HIV/AIDS, malaria and other diseases), were further improved in regions which Japan gave priority in assistance compared to improvements made in neighboring regions or the improvement level averaged over the country. Given these facts, the degree of improvement in the health outcome indicators was higher in regions where Japan made overall efforts to give health service assistance than in other regions. Based on observation, there was a certain degree of effect of Japan's ODA in the health sector. According to the results of both macro and micro analyses, it can be inferred that Japan's efforts to achieve the MDGs in the health sector have been effective to a certain degree.

(3) Appropriateness of Processes

Japan selected its targeting regions for health assistance in Senegal and Ghana, taking into consideration requests from the governments of both countries, and



Project for Reinforcement for Maternal and New Born Health Care Phase 2

situations of current assistance of other donors in the health sector. Moreover, Japan's assistance mainly consisted of what contributed to general improvement of local health services such as administrative capacity building, health system strengthening, and basic infrastructure development, thus health indicators are starting to improve gradually in the selected regions of the two countries as a result. There was no problem found for the Appropriateness of the Processes at the global level.

●Diplomatic Viewpoint

Japan's assistance through ODA in the health sector brought about some effects in the bilateral relationships with partner countries, such as increase in the recognition of Japan and the enhancement of affinity towards Japan. At the international community level, there were concrete cases of which Japan expressed concerns to the international community bringing up problems in the health sector, for example, by putting emphasis on the importance of contributing to the establishment of the Global Fund* and strengthening health systems.

* Global Fund: Abbreviation of "The Global Fund to Fight AIDS, Tuberculosis and Malaria." The Global Fund invests funds from national governments, private foundations, and corporations, for prevention, treatment, support for infected patients, and health system strengthening towards AIDS, Tuberculosis and Malaria. The secretariat of the organization is in Geneva.

Recommendations

1 Regional "Selection and Concentration"

In the two case study countries for this evaluation, considering the larger weight of health problems (negative factor on demand) and the absence of other donors (negative factor on supply), Japan concentrated its ODA

in the health sector to its selected regions and carried out cross-subsectoral and holistic interventions. This regional "selection and concentration" could serve as a model that can be applied to other countries. While financial resources for ODA become more limited, such models should be considered together with the sectoral/subsectoral "selection and concentration," which is an approach to make investments targeting sectors/subsectors Japan has advantage in.

2 Contribution to UHC by a Regional Approach

While there remains discussion on how UHC could be fully achieved, this evaluation informs that by allocating each donor its regions to support, and by improving health services in the regions, access to health services among all regions of the country will be enhanced, ultimately reaching UHC. The donors' coordination approach and sharing tasks of assistance to regions with high need of health assistance will make it possible to expand the health service assistances more efficiently.

3 Improvement of Japan's Presence in Sub-Saharan Africa

The MDGs are planned to be succeeded by the "Sustainable Development Goals (SDGs)" in September 2015. With regard to the proposed goals and targets in the health sector, large improvement of health standards will be necessary especially in Sub-Saharan Africa and conflict/post-conflict countries. As an advanced country, Japan should play a major role in these regions in high need of health assistance, cooperating particularly with Asian countries. Japan's experience in human resource development and health system improvement is considered to be also effective for improving the health standards in such countries and regions.

Examples of Response Measures to Recommendations

- MOFA will continue to value "regional selection and concentration" as one of the aspects to consider when designing projects.
- To promote UHC, Japan will continue to consult with partner governments and other donors, to focus assistance in a more effective and efficient manner in the regions where health assistance is highly needed.
- The Priority Policy for Development Cooperation FY2015 lists "rebuilding the health systems especially in countries affected by Ebola" as a priority issue of Japan's assistance to Africa. Furthermore, the outcome of TICAD V, namely the "Yokohama Action Plan 2013-2017," needs to be steadily implemented. Japan will provide the necessary assistance to Africa and countries in conflict, while drawing on Japan's knowledge and experience in Asia in line with the Post-2015 Development Agenda.

Review of Grant Aid for Countries with Relatively High Income

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 Consultant: International Development Center of Japan, Inc.
 Evaluation Period: July 2014 – February 2015

Original Report: <http://www.mofa.go.jp/policy/oda/evaluation/FY2014/pdfs/high-income.pdf>

Objectives and Subjects of the Evaluation

This evaluation examined whether the grant aid projects implemented in countries with relatively high income had sufficient significance as initially planned by clarifying 1) the background, objectives and specific reasons to implement the projects, and 2) their achievements (“effectiveness” concerning primarily outcome and impact). The evaluation focuses on 78 ex-post evaluation reports, which are 73 grant aid projects targeting “countries with relatively high income*” over the past 5 years (between the Japanese Fiscal Year (JFY) 2008 to JFY2012), on those which the ex-post evaluation reports are enabled to acquire, and 5 instances of Cultural Grant Assistance.

* In this evaluation report, “countries with relatively high income” represents those countries that were categorized as upper and lower income countries which were defined by the World Bank (WB) in the fiscal year the Exchange of Notes (E/N) was signed.

Background

A majority of the 78 targeted projects aimed to deal with multiple development issues; yet the number of projects tackling the issue of “Poverty Reduction” (59 projects, 76%) exceeds the number of other development issues, such as “Economy and Industry” (34 projects, 44%) and “Issues Derived from Characteristics of Developing Countries” (19 projects, 24%). Although they are countries with relatively high income levels, “Poverty Reduction” remains an important development issue as domestic socioeconomic inequality is widening. It is, hence, essential for these countries to respond to the living environment especially among the poor, and to development agendas such as health, in order to ensure long-term sustainable development and socioeconomic stability. In addition, as seen in the Jordanian case, some

	Overview	Characteristics
Development Issue	Most projects (57 projects, 98%) aimed at contributing to “Poverty Reduction” made a certain level of contribution, followed by “Economy and Industry” (32 projects, 96%) and “Issues Derived from Characteristics of Developing Countries” (19 projects, 100%).	<ul style="list-style-type: none"> • Projects that addressed “Poverty Reduction” have a higher percentage of project implementation as planned than other projects that aimed to contribute to other development issues. • Although many projects were implemented to contribute to both “Poverty Reduction” and “Economy and Industry” and realized a certain degree of effect, the level of achievement was not sufficient; only half of the projects received an A-rating.
Sector	Out of more than 5 projects in the main 6 sectors, approximately less than half of the projects were A-rated in 3 sectors: “Fisheries” (21%), “Water Supply” (55%) and “Water Resources Development” (60%). In the 6 main sectors, many projects were B-rated. However, in “Health and Health Care”—a main sector that trails behind “Fisheries” in terms of project number—all the projects were A-rated.	<ul style="list-style-type: none"> • Although “Fisheries” aimed to primarily contribute to “Economy and Industry,” “Poverty Reduction” and “Issues Derived from Characteristics of Developing Countries,” the degree of project implementation is not sufficient. • “Water Supply and Water Resources Development” aimed at “Poverty Reduction.” Although all the projects accomplished some achievements, the degrees of achievements were not sufficient. • “Health and Health Care” set “Improvement of the Level of Medical Activities” as its principal project goal, and it has steadily realized its objectives and, as initially planned, realized outcome impact.
Region	Of the 26 projects implemented in Latin America & the Caribbean—the region which had the largest number of projects in this study—only 12 projects (46%) achieved an A-rating, 13 (50%) achieved a B-rating, and 1 (4%) achieved a C-rating. Projects that were rated with B and C outnumbered those that achieved an A-rating. Compared with other regions, the evaluation results were much lower.	<ul style="list-style-type: none"> • The lower evaluation results in Latin America & the Caribbean, compared with other regions of the world, can be derived from the high proportion of projects in “Water Supply” and “Water Resources Development,” which had lower evaluation results than other sectors. • Factors specific to Latin America and the Caribbean influence the low evaluation results. The region is susceptible to “Policy Changes” and “Unsuitable Equipment Selection and Ensuring Maintenance and Spare Parts,” which are both hindrances that negatively impact the evaluation results.

projects were carried out in targeted regions and countries from the perspective of geopolitical and strategic importance, regardless of the background of the individual projects and income levels. Furthermore, a high proportion of the projects for “countries with relatively high income” focused not only on “Poverty Reduction” but also on development of the “Economy and Industry.” This tendency, in particular, was seen in many grant aid projects in the sectors of Fisheries, Electrical Power, Roads and Ports.

Analysis of Effectiveness and Impact of the Targeted Projects

The ratings of the effectiveness and impact of the 78 targeted projects in this study are as follows; 50 projects (64%) are A-rated, 27 (35%) are B-rated, and 1 (1%) is C-rated. The chart below summarizes the features of the targeted projects by development issue, sector and region.

Contributing Factors and Obstacles to Effectiveness and Impact

The most common contributing factor was “Sufficient Technical Capability of the Implementing Agency,” followed by “Appropriate Operation and Maintenance System of the Implementing Agency” and “Sound Financial Status of the Implementing Agency.” The most common obstacles were “Issues of the Financial Status of Recipient Countries and Implementing Agencies” and “Issues of the Operation and Maintenance System of Implementing Agencies,” followed by “Obstacles to the Technical Capability of Implementing Agencies.”

Implications of Grant Aid for Countries with Relatively High Income

(1) “Grant Aid for Countries with Relatively High Income (hereafter “the cooperation”)” has been implemented with the aim of “Poverty Reduction” as its main objective. Despite increase in standard income, problems in inequalities between regions and classes still exist, which mostly derives from insufficiencies in national capacity and national government, bringing political and social instability. Therefore, support for poverty reduction, which targeting countries have difficulties in acquiring sufficient budgets, will have a significant meaning.

(2) In spite of increased income, many countries have failed to attain economic take-off. Even among countries that have achieved middle-income status, industrialization has not progressed sufficiently, and many continue to depend on primary commodities for export. Thus, a multifaceted approach—one of the key features of the “the cooperation”—that combines the two main issues of “Poverty Reduction” and “Economic and Industrial Development” has important implications.

(3) Of “the cooperation,” approximately two thirds of the projects were A-rated for “Effectiveness and Impact,” and almost all were A-rated for relevance. These evaluation results were better than those of the projects implemented in less developed and low-income countries, indicating that these projects are necessary and effective for these countries. In particular, projects intended to contribute to “Poverty Reduction” had high evaluation results, and sufficient contribution can be expected.

(4) Based on the satisfactory results that “the cooperation” has produced in the past, it is vital to consider past aid performance as a “valuable asset” and to continue implementing effective projects that aspire to alleviate poverty, reduce socioeconomic disparities and enhance industrial development.

(5) “The cooperation” implemented not only for project-level background and factors but also for Japan’s national interest (e.g. diplomatic influence, economic benefits). If the grant aid is provided to fulfill Japanese national interests, it is necessary to 1) clearly indicate the standards of project implementation and fulfill accountability in an adequate manner, and 2) thoroughly evaluate whether the project concerned and/or other related aid interventions achieved the intended national interest.

Examples of Response Measures to Recommendations

- MOFA will pursue the use of Japanese ODA loans as much as possible in countries with relatively high income levels. On this basis, MOFA will first consider and determine whether or not grant aid should be provided from the viewpoints of urgency, swiftness, or humanitarian need. When it is deemed that the provision of ODA loan is difficult or unsuitable, MOFA will carefully examine the significance of implementing individual projects from a variety of perspectives, and implement only high impact grant aid projects for which a sufficient explanation for implementation can be provided.
- MOFA will continue to fulfill its accountability by explaining the implementation of grant aid using various mediums, such as the ODA White Paper and websites.
- After the completion of a grant aid project, MOFA will continue to evaluate its impact as much as possible.

Evaluation of the JICA Partnership Program

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Consultant: INGÉROSEC Corporation
Evaluation Period: September 2014 – February 2015

Original Report: <http://www.mofa.go.jp/policy/oda/evaluation/FY2014/pdfs/jica.pdf>

Background and Objectives

The target of this evaluation is the “JICA Partnership Program (JPP)” which is one form of operation fund projects implemented by JICA. The objective of the JPP is to promote participation by citizens in international cooperation through the provision of assistance by JICA as an integral part of the Japan’s Official Development Assistance (ODA) projects for activities related to development cooperation targeted for local residents in developing countries which are implemented by Japanese development partners, including NGOs, universities, local governments, and public interest corporations. There are two project objectives: (i) “To expand quality and quantity of contributions to development by the power of citizens” and (ii) “To promote understanding of and participation in development cooperation in Japan.”

The goal of this evaluation is to evaluate the JPP in an objective and comprehensive manner while taking into consideration the comments stated in the Japanese fiscal year (JFY) 2014 review of administrative programs, and obtain scheme improvements as well as recommendations and lessons learned concerning the direction which should be the focus in the future.

Evaluation Results

● Development Viewpoints

(1) Relevance of Policies

The JPP is relevant to Japan’s ODA high-level policies, as well as to JICA’s assistance policy and international trends and issues, and has a comparative advantage with respect to other donors. Assistance programs for NGOs implemented by MOFA and JICA can be divided into two types of objectives: “funding assistance” and “improving the environment for NGO activities.” There is no clear overlap between the JPP and other assistance programs, and similar policies being implemented by other Japanese ministries and agencies could not be found. However, “NGO Project Subsidy,” which is another assistance program by MOFA, straddles both of these program types and appears similar to “improving the environment for NGO activities.” The time has come to make a decision concerning the appropriateness of maintaining this Subsidy as one independent scheme.

(2) Effectiveness of Results

Regarding the project objective (i) “To expand quality and quantity of contributions to development by the

power of citizens,” the Evaluation Team judged that the level of achievement was high. Regarding objective (ii) “To promote understanding and participation in development cooperation in Japan,” the level of achievement may not be high. The reason for this is that sub-objectives such as the “capacity development of persons involved in international cooperation activities” which are required for achievement of project objective (ii) are not clearly positioned, and as a result, activities for this purpose were not sufficient.

(3) Appropriateness of Processes

Regarding the appropriateness of the implementation process, the process concerning planning, implementation supervision, and evaluation in accordance with the PDCA cycle of individual projects by implementation organizations and JICA was appropriate to a certain extent. However, there is room for improvement in some areas to facilitate better operation of the scheme due to the facts that there was a variation in the quality of JICA’s consultation to strengthen the respective administrative management capabilities of organizations, and it was confirmed that local public relations activities were not enough, since the project was implemented by limited manpower.

The Evaluation Team considered that the improvements of the JPP and its implementation process were appropriate since an adequate environment for discussion of issues and information sharing between NGOs and JICA, as well as between JICA and local governments, has been developed.

● Diplomatic Viewpoints

The diverse needs of developing countries can be responded in a detailed manner by Japanese development partners including NGOs, NPOs, universities, and local governments conducting development cooperation closely rooted to the community, in fields and with methods in which they have unique capabilities. Therefore, the JPP serves a complementary role to ODA activities. In addition, by having implementing organizations and JICA jointly implement projects, it contributes to promotion of public-private partnership (PPP), helping to enhance and strengthen ODA activities. Furthermore, since the JPP promotes interaction at the level of citizens involved in grassroots development issues, or “public diplomacy,” it complements Japan’s diplomacy, and contributes to raising its effectiveness.

Recommendations

1 Clarify Project Policy Intentions

Sub-objectives group such as the capacity development of “persons involved in international cooperation activities” which are required for achievement of project objective (ii) “To promote understanding of and participation in development cooperation in Japan” need to be clearly positioned, and specific activities required for the achievement of the sub-objectives need to be added as the targets of assistance under the JPP.

2 Clarify Relationships with Other International Cooperation Assistance Programs

“Funding assistance” and “improving the environment for NGO activities” which have a mutually complementary relationship should be operated in a more strategic manner in order to heighten the synergistic effects of the two types of programs. It is proposed that “NGO Project Subsidies” which have characteristics of both types be thoroughly reviewed to determine how projects in fields with a high level of need from NGOs which are not targeted in other projects can be secured. After that, “NGO Project Subsidies” can be allocated to either one of the two types of program objectives so that it can be maintained.

3 Review “Support Type” to Further Expand the Wide Scope of Powers of Citizens

The Evaluation Team considers that the participation of small to medium scale Japanese organizations should be promoted, and JPP “Support Type” should be reviewed in order to secure the diversity of citizens who participate in international cooperation, and that a new framework tailored to the needs and issues confronted by small to medium scale organizations should be established.

4 Upgrade Sustainability of NGOs

NGOs need to take sustainability into consideration so that they do not become dependent on external funds. Specifically, it is recommended that improvement be made to the scheme through discussions with NGOs, such as by changing an upper limit amount for project expenses to match the activities performed until the current time by NGOs.

5 Upgrade Quality of Evaluation

In order to upgrade the capabilities of self-evaluation by organizations implementing aid, and terminal evaluation by JICA, trainings on how to conduct evaluation need to be performed for both parties. In addition, it is proposed to include local counterparts and beneficiaries as participants in evaluations in order to heighten the objectivity and effectiveness of evaluation.

6 Necessity of Policies to Utilize Both Domestic and Overseas Experiences and Lessons Learned

Considering the fact that similar policies being implemented by other Japanese ministries and agencies cannot be found, and that there are examples of projects by the

JPP that have contributed to local revitalization, a mechanism that can allocate a portion of the funds provided by JICA to activities which contribute to local revitalization needs be established, when proposed by implementing organizations, in order to feedback the experiences and knowledge gained through international cooperation.

7 Promote Active Cooperation between Intermediate Assistance Organizations and Local Network Type NGOs

Local network type NGOs and intermediate assistance organizations serve an important role as a place to learn how to strengthen the project implementation capabilities of implementation organizations and as an advisor for small to medium scale NGOs. These organizations are expected to function as a “hub” between NGOs in local societies, and the Evaluation Team would like to propose that efforts to strengthen the capabilities of local network type NGOs and intermediate assistance organizations be actively assisted.

8 Strengthen Ownership in Developing Countries

In order to solve problems more effectively and strengthen local civic societies, active participation by local NGOs during project implementation and evaluation under the JPP should be promoted, and the ownership of developing countries should be strengthened.

Examples of Response Measures to Recommendations

- JICA is reviewing its thematic guidelines for “citizen participation.” The thematic guidelines are being compiled, based on a decision to further clarify the sub-objectives required to achieve the above project objective (ii) for items relevant to the JPP.
- JICA’s newly established Application Guide clearly sets forth that the JPP shall “serve as an opportunity that promotes understanding and participation by Japanese citizens in international cooperation.” In reviewing applications, JICA has decided to place even greater importance on whether the activities: enhance organizational management through program implementation; train implementers; increase citizens’ interest in development issues; and contribute to passing on international cooperation experience and insight to the Japanese society.
- JICA has established a smaller scale scheme (New Support-Type) that facilitates the participation of NGOs with little international cooperation experience, especially local NGOs. In addition, applications for “New Partner-Type” projects that merge the existing Partner-Type projects and Support-Type projects will be reviewed by category based on the size of each organization.
- JICA will hold informational sessions across the country in the first half of FY2015. JICA will also expand NGO support programs that will be accessible to groups that are considering applying for the JPP and groups implementing the JPP. Furthermore, JICA will enhance its informational sessions on program management and other activities that are held after projects are adopted, and will conduct capacity strengthening as necessary.
- The Application Guide for New Partner-Type and New Support-Type projects for FY2015 and beyond will state that proposals that include “activities that also contribute to the resolution of issues facing communities in Japan and activities that pass on the experiences of developing countries to Japan” will be encouraged. If such activities are included, points will be given for the review item, under the heading “perspective of citizen participation cooperation.” In this way, JICA will recommend initiatives that further promote the vitalization of Japanese communities.

Review of Japan's ODA Evaluations from FY 2003 to 2013

Chief evaluator: Ryokichi Hirono, Professor Emeritus, Seikei University
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Consultant: International Development Center of Japan Inc.
Evaluation Period: April – July 2014

Original Report: http://www.mofa.go.jp/policy/oda/evaluation/FY2014/pdfs/review_03-13.pdf

Background and Objectives

In the light of the ongoing revision of Japan's ODA Charter from FY 2014 to 2015, this evaluation study classifies and systematizes the results, recommendations and lessons learned from a series of ODA evaluations (country assistance evaluations and priority issue evaluations) conducted by MOFA from FY 2003 to 2013, and also reviews them from the viewpoint of the ODA Charter to come up with recommendations which will contribute to the revision of the ODA Charter as well as MOFA's consideration of the challenges and direction for future ODA evaluations.

Results of the Review

(1) Classification and Systemization of the Evaluation Results

The evaluation results in Relevance of Policies are mostly classified as either "very high" (10%) or "high" (80%). In Effectiveness of Results, most of the evaluation results are classified as either "high" (54%) or "moderate" (40%). In Appropriateness of Processes, the evaluation results are classified as "very high" (3%), "high" (67%) and "moderate" (23%). In evaluation from diplomatic viewpoints, all of the applicable evaluation reports indicate that both the diplomatic importance and diplomatic impact of the relevant ODA policies were "recognized." Based on the timeline comparison it can be concluded that the general performance of Japan's ODA has improved.

(2) Classification and Systematization of the Recommendations and Lessons Learned

The leading categories for recommendations and lessons learned are "improvement of the aid process and implementation structure" and "improvement of the aid approach." Meanwhile, the most frequently addressed subcategories are "clarification of the strategy and priority," "strengthening of coordination with other actors," "introduction of a program approach," "other issues on improving aid policies," "improvement of monitoring and evaluation," "enhancement of ODA public relations" and "enhancement of the ODA Task Forces" (Table 1). When compared with the previous review conducted in FY 2009, the subcategory of "clarification of the strategy and priority" has maintained its top ranking position, while "strengthening of coordination with other actors" has jumped from 8th to 2nd.

(3) Review from the Viewpoint of Japan's ODA Charter

The leading categories for recommendations and lessons learned from this review from the viewpoint of Japan's ODA Charter are "system of formulation and implementation of ODA policy," "basic policies," "priority issues," "increasing public participation" and "matters essential to effective implementation." The most frequently addressed subcategories are "coherent formulation of ODA policy," "partnership and collaboration with the international community," "information disclosure and public relations," "strengthening of the functions of field missions in the policy-making process and in implementation" and "enhancement of evaluation" (Table 2).

Recommendations

1 Recommendations for ODA Policies

(a) Further Clarification of the Aid Strategy and Policies:

There are many recommendations and lessons learned relating to the aid strategy and policies. It is highly desirable to further clarify Japan's aid strategy and policies by making them concrete and with a clear message, as well as actively providing aid in those areas in which Japan excels. Indicators should be introduced where possible.

(b) Further Promotion of Collaboration and Coordination with the Private Sector and Other Actors:

The cooperation and collaboration with international organizations, local governments, private sector, universities and NGOs should be further enhanced. Special efforts should be made to further strengthen the collaboration with the private sector in particular. This should be clearly stated in ODA policies and a system to promote such collaboration and strengthening of the functions of field missions should be examined.

(c) Formulation of Aid Policies Corresponding to the Diversity of Partner Countries:

As the partner countries are diverse such as upper middle income countries, fragile and conflict-affected countries, etc., the aid policies should, where appropriate, clearly state responses and measures to deal with diverse issues beyond the mere development of the recipient countries. These measures include south-south cooperation, wide area development, economic partnership, peace-building and diplomatic importance.

2 Recommendations for ODA Implementation

(a) Enhancement of Information Disclosure and Public Relations:

The implementation of more effective public relations activities for ODA are important to increase the recognition of Japan's ODA both in Japan and partner countries in the circumstances of the limited budget and manpower. Especially, innovative activities should be developed in accordance with the diverse conditions of the partner countries.

(b) Further Utilization of the ODA Evaluation Results:

For the strategic and effective implementation of ODA, the recommendations and lessons learned through this review should be utilized for the formulation and implementation of ODA policies in the coming years. It is also important to develop and strengthen a mechanism which ensures the incorporation of individual ODA evaluation results and recommendations in forthcoming ODA projects. This will be the key for making the PDCA cycle (Plan-Do-Check-Act) functions successfully.

3 Recommendations for the ODA Evaluation Methodology

(a) Clarification of the Evaluation Results:

The implementation of rating in the evaluation from development viewpoints should be adopted in principle to present the evaluation results in a much clearer manner. With Effectiveness of Results, setting indicators should be promoted to enable verification of the policy effects in its outcomes in addition to the outputs.

(b) Implementation of Well-Balanced Evaluation:

Considering the budget constraint of ODA evaluation, well-balanced evaluation should be sought by means of enhancing the evaluation of Effectiveness of Results and other aspects of evaluation while reviewing those evaluation items which appear to have lost their substance. Well-balanced evaluation also incorporates such new viewpoints as the comparative advantage of Japan, diverse coordination with other actors and unique objectives to reflect the diversity of the partner countries.

(c) Enhancement of Evaluation from Diplomatic Viewpoints:

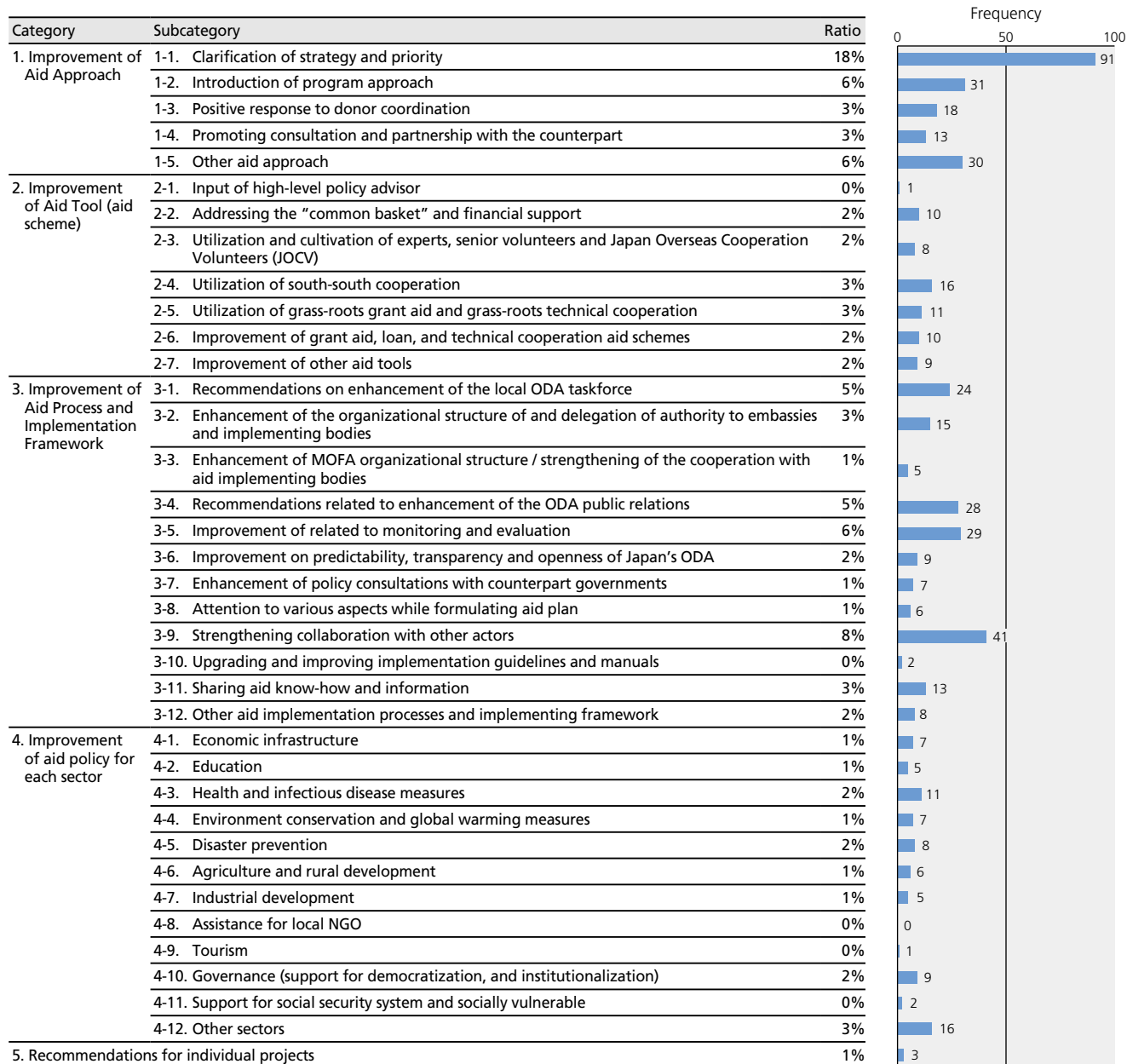
As the importance of "evaluation from diplomatic viewpoints" is expected to steadily increase in the coming years, more detailed guidance on this type of evaluation should be given in the ODA Evaluation Guidelines.

Table 1: Number of Recommendations and Lessons Learned by Subcategory and Its Share from the Viewpoint of Japan's ODA Charter

Category	Subcategory	Ratio	Frequency
Basic Policies	Supporting self-help efforts of developing countries	2%	7
	Perspective of "Human Security"	4%	11
	Assurance of fairness	2%	7
	Utilization of Japan's experience and expertise	2%	6
	Partnership and Collaboration with the international community	11%	33
Priority Issues	Poverty reduction (education, health care welfare, agriculture)	6%	19
	Sustainable growth	5%	14
	Addressing global issues	3%	10
	Peace-building	5%	16
Priority Regions	Asia: to strategically prioritize assistance	3%	8
	East Asia: to strengthen economic partnership with Japan and rectify disparities in the region	1%	3
	South Asia: to give due consideration to the large population of impoverished people	1%	2
	Central Asia: to promote democratization and transition to market economies	0%	1
	Africa: to provide assistance to self-help efforts	0%	0
	Middle East: to provide assistance towards social stability and the consolidation of peace	3%	9
	Latin America: to provide assistance to take into consideration the disparities arising within the region	1%	2
System of Formulation and Implementation of ODA Policy	Coherent formulation of ODA policy	13%	38
	Collaboration among related government ministries and agencies	1%	2
	Collaboration between government and implementing agencies	2%	6
	Strengthening of policy consultation	4%	12
	Strengthening of the functions of field missions in the policy-making process and in implementation	9%	28
	Collaboration with aid-related entities	4%	13
Increasing Public Participation	Broad participation by Japanese citizens from all walks of life	0%	0
	Human resource development and development research	1%	2
	Development education	0%	1
	Information disclosure and public relations	10%	29
Matters Essential to Effective Implementation	Enhancement of evaluation	7%	21
	Ensuring appropriate procedures	0%	0
	Prevention of fraud and corruption	0%	0
	Ensuring the safety of ODA personnel	1%	3

Source: Prepared by the Evaluation Team based on the analysis results.

■ Table 2: Number of Recommendations and Lessons Learned by Subcategory and Its Share
(Total Number: 515)



Source: Prepared by the Evaluation Team based on the analysis results.

Ex-Post Evaluation on Grant Assistance for Japanese NGO Projects

Background

The Grant Assistance for Japanese NGO Projects is a scheme to provide funding for development projects which have direct benefits for people in developing countries and are implemented by Japanese NGOs (the disbursement through the scheme in FY2014 amounts to 4.09 billion yen for 108 projects to 57 organizations in 35 countries and 1 region in total). With the increasing significance of development assistance by Japanese NGOs, MOFA has been implementing ex-post evaluation every year since FY2005 in order to enrich the evaluation of projects that have been implemented under the scheme.

Objective of the Evaluation

The objective of the evaluation is to examine actual conditions at the project sites after a certain period (3-4 years) following the completion of the project. Evaluation results are reported to the NGOs who implemented the projects, and these results are used as reference when examining similar projects among the MOFA headquarters, embassies and consulates, as part of the PDCA cycle.

Evaluation Methods

The staff of the embassies or consulates in charge of the administration management of each project implement studies of the project 3-4 years after its completion. Studies are conducted to examine the situation from the viewpoints of the relevance of programs, the degree of goal achievement, efficiency, impact, sustainability, social consideration and environmental consciousness, using designated formats (Ex-Post Evaluation Sheets). Also, conditions such as maintenance and management of buildings and equipment, utilization of educational and training facilities and human resources, cooperation in publicity to enhance the visibility of Japan's ODA as well as the maintenance and management systems of local implementing agencies, are examined. The results are rated in three ranks (A, B and C) and are reported to the MOFA headquarters.

Evaluation Results

In FY2014, out of 78 projects for which contracts had been signed in FY2010, 32 projects (consisting of 24 organizations in 18 countries) were evaluated during the fiscal year, excluding projects such as those which could not be evaluated due to security considerations and those that are still ongoing in the following year. As a result, 25 projects were rated as "A" (high quality), 6 projects as "B" (acceptable), and 1 project as "C" (low quality).



Nippon International Cooperation for Community Development (NICCO) in Kenya: Comprehensive Rural Development Based on the Introduction of an Ecological Sanitation Toilet and Income Generation



Plan Japan in India: Integrated Nutrition Project for Children under-5 in Rajasthan



JIM-NET in Iraq: Project on Maternal Health Support for Syrian Refugees

2.2 Evaluations by MOFA

Evaluation Based on the Government Policy Evaluations Act (GPEA)

1. Government Policy Evaluations Act (GPEA)

In Japan's policy evaluation system, each ministry and agency is required to conduct a self-evaluation of the policies under its jurisdiction pursuant to the "Government Policy Evaluations Act (GPEA)."

Each ministry and agency analyzes the impact of its policies based on whether their objectives and targets meet the needs of the people and society (necessity), whether their achievements are adequate when compared with the cost (efficiency) and whether expected impacts have been achieved (effectiveness). The results of the evaluations are utilized for reviewing policies and planning and formulating new policies.

The Ministry of Internal Affairs and Communications inspects the policy evaluation of each ministry and agency (Objectivity-Ensuring Evaluation Activity) and also evaluates policies that cut across various ministries and agencies (evaluation to secure integrity and comprehensiveness).

2. ODA Evaluation by MOFA Based on the GPEA

MOFA carries out the following evaluations of ODA policies in accordance with the GPEA and its Order for Enforcement. The process for each evaluation is shown in the diagram below.

(1) Policy-Level (Ex-Post Evaluation)

MOFA conducts policy evaluations in accordance with the provisions of Article 6, Article 7 and Article 8 of the GPEA and based on the Basic Plan on Policy Evaluation (formulated once every 3-5 years) that stipulates basic matters concerning evaluation including methodologies, implementing systems and the disclosure of information as well as the Operational Plan (formulated every fiscal year) which lists policies targeted for evaluation. The

evaluation on ODA policy is also conducted as part of these policy evaluations.

(2) Project-Level (Ex-Ante and Ex-Post Evaluation)

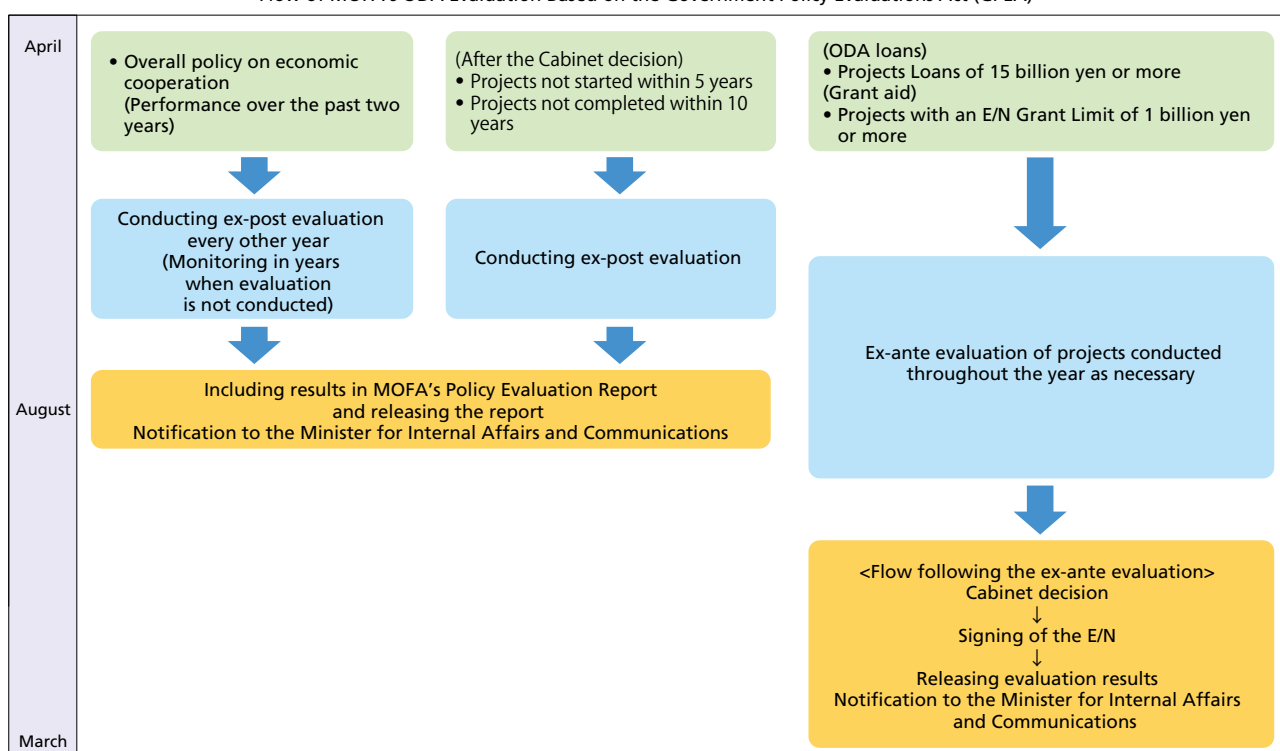
(a) Ex-Ante Evaluation

Based on the provisions of Article 9 of the GPEA and Article 3-5 of its Order for Enforcement, ex-ante evaluations are conducted for ODA loan projects in amounts up to 15 billion yen or more, and general grant aid and other relevant projects in amounts up to 1 billion yen or more. The evaluations are conducted to provide the basis for the adoption of the projects. The ex-ante evaluation is conducted prior to the Cabinet decision on the project, and evaluation results are publicized on the website of MOFA, after the signing of the Exchange of Notes (E/N). In FY2014, ex-ante evaluations based on the GPEA were conducted on 44 grant aid projects and 19 ODA loan projects.

(b) Ex-Post Evaluation

Based on the provisions of Article 7, Paragraph 2 of the GPEA, and Article 2 of its Order for Enforcement, MOFA conducts ex-post evaluations on projects that have not begun the provision of loans within 5 years after the Cabinet decision, and unfinished projects for which the provision of loans has not been completed within 10 years after the Cabinet decision. This evaluation is conducted based on the Operational Plan of the policy evaluation in order to consider whether the implementation of the projects in question should be continued or discontinued. The evaluation results are annually publicized on the website of MOFA and summarized in MOFA's Policy Evaluation Report. In FY2014, ex-post evaluations based on the GPEA were conducted on 13 ODA loan projects which had not been completed.

Flow of MOFA's ODA Evaluation Based on the Government Policy Evaluations Act (GPEA)*



*ODA evaluation based on the GPEA is self-evaluation.