

# Annual Report on Japan's ODA Evaluation 2016



# Preface

The year 2016 is the first year to implement the “2030 Agenda for Sustainable Development.” The 2030 Agenda was adopted at the United Nations Sustainable Development Summit in September 2015 as a set of new international goals from 2016 to 2030 following the Millennium Development Goals (MDGs) for which the attainment deadline was reached in 2015. Based on the pledge that “no one will be left behind,” the 2030 Agenda resolves to end poverty in all its forms and dimensions in order to realize sustainable development. This includes the aim to eradicate extreme poverty by 2030.

Under the 2030 Agenda, 17 goals and 169 targets are set as Sustainable Development Goals (SDGs). Recognizing that the ownership of countries is crucial to attain sustainable development, each country will independently follow up on its progress towards the SDGs, and developed countries and international organizations will provide necessary support to developing countries including the assistance to improve evaluation capabilities. Japan’s development cooperation needs to form its foundation on the SDGs, and its assistance to improve the evaluation capabilities of developing countries carried out up to the present is becoming increasingly important.

In July 2016, a tragedy occurred in Dhaka, Bangladesh, in which persons involved in international cooperation projects were attacked. Following this incident, to formulate new safety measures for international cooperation project partners and Japan’s non-governmental organizations (NGOs), the Ministry of Foreign Affairs of Japan (MOFA) and the Japan International Cooperation Agency (JICA) convened the Council on Safety Measures for International Cooperation Projects. At the end of August, MOFA and JICA put together new safety measures consisting of strengthening the collection, analysis and sharing of threat information, establishing a code of conduct of project partners and NGOs, formulating both physical and non-physical protective measures, and strengthening training and drills.

MOFA will make further efforts to ensure that future development cooperation projects respond to these new urgent issues and are implemented even more safely and efficiently. MOFA will also consider these points in its ODA evaluation.

Amid evolving circumstances surrounding development cooperation, MOFA strives to carry out ODA evaluation in a clear and comprehensible manner in order to further deepen the people’s understanding on development cooperation. Moreover, to introduce such initiatives, every year MOFA publishes an annual report providing an overview of the ODA evaluation by the Government of Japan as a whole.

We hope that this report will provide our readers with a deeper understanding on Japan’s development cooperation and its evaluation.

November, 2016

**Kazuyuki Yamazaki**  
Deputy Vice-Minister  
Minister’s Secretariat  
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## Cover Photos

### Top left: From the “Evaluation of Assistance for the South Caucasus”



#### Students studying with chairs and desks provided by Japan’s assistance (Armenia)

School No.3 in in the northern Lori province of Armenia is the largest school in the city of Spitak and the only school providing a high school curriculum. Nonetheless, the school suffered catastrophic damage from the major earthquake in 1988, which caused delays in reconstruction. After the collapse of the school building due to the earthquake, broken desks and chairs dug up from debris and broken windows covered with vinyl sheets were used at the school. In order to improve the situation, the Government of Japan assisted the school in renewing desks and chairs, as well as replacing windows, doors, and heating facility through a local NGO, by using the scheme called Japan’s Grant Assistance for Grassroots and Human Security Projects (GGP). This assistance has helped the school improve its learning environment, which received such a high evaluation among the parents of the students that they called it a “revolutionary improvement.”

Although local governments are responsible for allocating budgets for school education in Armenia, chronic budget deficiencies make it difficult to update school facilities. Under these circumstances, Japan’s GGP is being utilized for assistance to the education sector in the regions with high poverty rates.

### Bottom left: From the “Country Assistance Evaluation of Vietnam”



Photo provided by IHI Infrastructure Systems Co., Ltd.

#### Nhat Tan Bridge constructed with Japan’s ODA

Japan provided assistance for the construction of the Nhat Tan Bridge (Vietnam-Japan Friendship Bridge) in response to increasing demand for transportation, mainly in Hanoi city, aiming at enhancing distribution efficiency and alleviating traffic congestion. In December 2014, construction of this bridge over the Red River, which flows through Hanoi, and its approach roads were completed. Besides enhancing distribution efficiency and alleviating traffic congestion, the opening of the bridge is expected to spur economic development in Hanoi city and the northern region of Vietnam. The bridge was constructed as a Special Terms for Economic Partnership (STEP)\* project. A Steel Pipe Sheet Piles (SPSP) foundation, which is a unique technology of Japan, was used for constructing the foundation supporting the bridge’s main towers.

\* STEP is a form of ODA loan introduced in 2002, with a view to raising the visibility of Japanese ODA among citizens in both recipient countries and Japan through the best use of Japan’s outstanding advanced technologies and know-how by transferring them to developing countries.

### Top right: From the “Evaluation of Japan’s Assistance for Pacific Island Countries”



Photo provided by Nippon Koei Co., Ltd.

#### Project on Pilot Gravel Beach Nourishment against Coastal Disaster on Fongafale Island (Tuvalu)

JICA implements a survey project for coastal protection in Tuvalu, where coastal erosion due to the impact of rising sea levels is becoming more severe. JICA implements a so-called Gravel Beach Nourishment method on an experimental basis and investigated the effects and environmental impact of gravel beach nourishment. Concurrently, JICA carries out activities to raise coastal disaster awareness among local residents. Following the completion of gravel beach nourishment in December 2015, JICA continually provides support for clean-up activities by residents living near beaches, for monitoring the movement of gravel and sand, and for providing environmental education at schools. By widely disseminating information about case examples of sustainable coastal use, it is hoped that gravel beach nourishment will spread both inside and outside of Tuvalu.

### Bottom right: From the “Evaluation on Japan’s Education Cooperation Policy 2011-2015”



#### Female students learning in a classroom built with assistance from Japan (Senegal)

In Senegal, the number of students in lower secondary education is increasing as education through lower secondary school became compulsory in 2011 and junior high school entrance exams were exempted. Due to these factors, in recent years there have recently been increasing needs of assistance for secondary education.

The Project of Construction of Elementary and Lower Secondary Schools in Dakar and Thies Regions (2011 – 2014) was implemented amid these circumstances. The projects includes construction of classrooms and toilets for elementary schools and junior high schools as well as technical assistance by JICA to local parties from the project launching phase for maintenance and management of these facilities. Additionally, a Japanese construction consultant supervised the execution to assure the quality of the classroom construction.

The completion of the new school building has significantly improved the education environment and it is expected that student performance will also improve.

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# Chapter 1

## Overview of ODA Evaluation

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### Background

Originally, countries carried out Official Development Assistance (ODA) evaluations individually as part of their administrative activities. In the 1970s, growing awareness of the importance of ODA evaluations led to the full-fledged start of international discussions on evaluation at the Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD-DAC) and a range of other international fora.

Since the 1990s, development assistance activities of the international community have transitioned from the level of individual projects to programs (in which multiple projects sharing common objectives are grouped together, etc.). Due to the transition, evaluations have expanded from those of individual projects to sector-based development assistance activities. Additionally, partly due to the establishment of macro-level indicators for the Millennium Development Goals (MDGs) that were adopted at the United Nations in 2001, development assistance and its evaluation focuses have evolved from the individual project level to those tailored to the specific issues and needs of recipient countries. They have furthermore evolved to take into account the importance of coordination with other donors as well as consistency with the developing countries' procedures for receiving aid.

### ■ Towards Development Effectiveness

The Global Partnership for Effective Development Cooperation (GPEDC) has promoted the effectiveness of development cooperation in order to achieve the development goals of the international community. GPEDC monitors the progress of achievements by donor countries and recipient countries of their commitments on “ownership of development priorities by developing countries,” “focus on results,” “inclusive development partnerships,” and “transparency and accountability to each other.” These commitments were agreed at the Fourth High Level Forum on Aid Effectiveness (HLF-4) in 2011. The monitoring is conducted based on the following 10 indicators: 1) Development co-operation is focused on results consistent with developing countries' priorities, 2) Civil society operates within an environment which maximizes its engagement in and contribution to development, 3) Engagement and contribution of the private sector to development, 4) Transparency: information on development co-operation is publicly available, 5) Development co-operation is more predictable, 6) Aid is on budgets which are subject to parliamentary scrutiny, 7) Mutual accountability among development co-operation actors is strengthened through inclusive reviews, 8) Gender equality and women's empowerment, 9) Effective institutions: developing countries' systems are strengthened and used, and 10) Aid is untied).

Japan has provided its assistance to realize these commitments. From the perspective of evaluation, it is important to improve the evaluation capacities of recipient countries for effective development.

### The OECD-DAC Network on Development Evaluation (EvalNet)

The DAC Network on Development Evaluation (EvalNet), one of the subsidiary bodies of the OECD-DAC, was established in 1981. Currently, 45 donor countries and agencies including Japan have joined EvalNet.

EvalNet holds regular meetings approximately twice every year. It aims to facilitate the evaluation efforts of countries and to promote development aid effectiveness, through exchanging information among member countries and agencies on their evaluation systems and evaluation results and discussing ways to improve evaluation methodologies. Japan has been participating in EvalNet meetings to share information on evaluation measures. Japan is furthermore a member of the Evaluation Capacity Development (ECD) task force established under EvalNet with a view to contributing to the ECD of partner countries.

### Recent Trends

#### ■ Establishment of the International Year of Evaluation (EvalYear)

The International Conference on National Evaluation Capacities held in September 2013 proposed to designate 2015 as the International Year of Evaluation (EvalYear). This was later officially approved in a United Nations General Assembly resolution in December 2014. The year 2015 was the final year of the MDGs and was the year when a new development agenda, the “Sustainable Development Goals (SDGs)” was scheduled to be adopted to replace the MDGs. Given this transition in the international community, the aim of EvalYear was to advocate and promote evaluation and evidence-based policy-making at a variety of levels, including the national and regional level. Against this backdrop, there lies the recognition that while the MDGs drove and implemented an overall vision for the achievement of the goals, a comprehensive evaluation of past achievements has not been carried out. Furthermore, it is acknowledged that the formulation of development policies should be based on evidence confirmed from country-led monitoring and evaluation systems, rather than donor-led ones, and that to this end, it is important to enhance the evaluation capacities of partner countries.

More than 90 events were held throughout the EvalYear. Among these events, Japan held the ODA Evaluation Workshop (refer to “Japan's Contributions” on the right). Through these events, discussions took place throughout the world on raising the evaluation capabilities of organizations and individuals.



### ■ Membership in the Multilateral Organisation Performance Assessment Network (MOPAN)

Since late 2014, Japan has been a member of the Multilateral Organisation Performance Assessment Network (MOPAN), which was established by member countries in jointly assessing the effectiveness of multilateral organisations (as of 2016, 17 countries are members including Japan).

MOPAN assesses the operation, management, and achievements of the multilateral organizations and then releases the institutional reports. It is expected that the assessment results will be effectively made use of.

### ■ Adoption of the “2030 Agenda for Sustainable Development”

The “2030 Agenda for Sustainable Development (2030 Agenda)” was adopted at the United Nations Sustainable Development Summit held in September 2015. The 2030 Agenda is a set of new international goals established to address the remaining challenges of MDGs (such as education and maternal and child health) as well as new challenges (such as climate change and widening inequality) that have emerged over the 15-year period following the establishment of MDGs. The implementation period of the 2030 Agenda is from 2016 to 2030. The 2030 Agenda lists “Sustainable Development Goals” consisting of 17 goals and 169 targets aimed at eradicating poverty and realizing a sustainable world. The main feature of the 2030 Agenda is its universality applicable not only to developing countries but also to all countries including developed countries and through the process of its initiatives pledges that “no one will be left behind” anywhere on our planet.

Under the 2030 Agenda, follow-up and review are also emphasized and detailed paragraphs on them are added. The 2030 Agenda mentions that “governments of each country have primary responsibility for follow-up.” This means that each country will independently follow the state of progress taking into consideration the capabilities and development levels of each country based on the recognition that ownership by countries is crucial for attaining sustainable development. By contrast, improvements in statistics, data systems and evaluation capacities are necessary for developing countries to carry out follow-ups. For this purpose, each country and international organizations provide necessary support to developing countries to build up evaluation capacities. A set of global indicators has been established for follow-up and each country carries out its follow-up based on these indicators or indicators formulated by each country. Periodic reviews of the state of progress are undertaken at the “High-level Political Forum on Sustainable Development” convened by the United Nations Economic and Social Council and others.

## Japan’s Contributions

Improving the evaluation capacities of developing countries is crucial for raising developing country ownership and enhancing development efficiency. Therefore, Japan is providing a variety of assistance to raise the evaluation capacities of developing countries. Specifically, MOFA holds ODA

evaluation workshops and entrusts evaluations to partner countries (for details, refer to pages 34 in Chapter 2).

Meanwhile, the Japan International Cooperation Agency (JICA) has held seminars for implementation organizations in partner countries and has provided technical assistance for strengthening monitoring and evaluation systems in Nepal.

### ■ The ODA Evaluation Workshop

MOFA has hosted the ODA Evaluation Workshop since 2001, inviting government officials and experts from Asian and Pacific countries.

The objectives of the workshop are: (1) to promote understanding of ODA evaluation issues and evaluation methodologies in the Asia-Pacific region and thereby enhance evaluation capacities, especially of partner countries; and (2) to improve ODA evaluation capacities of stakeholders in developing countries not only to further enhance the aid effectiveness of donor countries but also to enhance the ownership and transparency of developing countries and their development effectiveness.

In the previous 13 workshops, participants exchanged information and shared views on various topics, including countries’ specific efforts for enhancing evaluation capacities and joint evaluations of ODA by developing and donor countries.

### The ODA Evaluation Workshops

	Date	Venue
1	7-8 November 2001	Tokyo, Japan
2	13-14 November 2002	Tokyo, Japan
3	12-13 November 2003	Tokyo, Japan
4	17-21 January 2005	Bangkok, Thailand
5	26-27 January 2006	Tokyo, Japan
6	18-20 October 2006	Manila, Philippines
7	28-29 November 2007	Kuala Lumpur, Malaysia
8	3-4 March 2009	Singapore
9	18 February 2010	Tokyo, Japan
10	24-25 February 2011	Hanoi, Viet Nam
11	26-27 November 2012	Manila, Philippines
12	2-3 December 2014	Kuala Lumpur, Malaysia
13	9-10 December 2015	Tokyo, Japan

### Introduction of ODA Evaluation

The beginning of ODA evaluation in Japan traces back to the implementation of ex-post evaluations of individual projects by the Overseas Economic Cooperation Fund (OECF) in 1975. This came about partly as a result of discussions held at the OECD-DAC from around 1970 that began to focus on the necessity for evaluations of development cooperation. Subsequently, MOFA began ex-post evaluations of ODA projects in 1981, followed by the initiation of ex-post evaluations of ODA projects by JICA in 1982. The main objective of these evaluations at the time was to manage individual projects properly to make Japan's ODA more effective.

Since the 1980s, as the scale and scope of Japan's ODA expanded and public interest regarding ODA increased, ODA evaluation began to draw attention as a means for the Government of Japan to fulfill its accountability on ODA. Therefore, in addition to the main objective of ODA evaluations, which is to improve management of ODA, MOFA set another main objective to ensure accountability to the people of Japan and began to actively engage in publicizing evaluation results.

### Enhancement of Evaluation

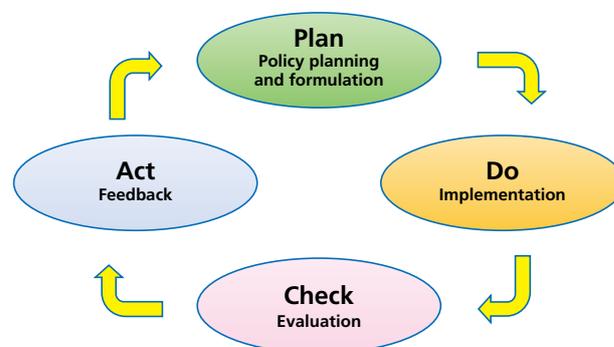
As ODA evaluation evolved to hold broader objectives and robust functions, experts began to request the implementation of evaluations from the ex-ante through ex-post phases. This was based on the idea that it is more effective to conduct evaluations prior to and midway through a project than to only verify its outcomes after implementation. This was deemed to allow for the consistent management of ODA from planning and formulation up to implementation and the achievement of outcomes. Based on these trends, the ODA Charter revised in August 2003 clearly indicated the need for enhancement of evaluation. The Charter noted that Japan shall implement coherent evaluation from the ex-ante, mid-term, to ex-post stages, as well as the evaluation of policies, programs, and projects. It goes on to state that third-party evaluations by experts with professional expertise shall be enhanced in order to measure, analyze, and objectively evaluate the outcomes of ODA. With the implementation of the Government Policy Evaluations Act (hereafter, GPEA) in 2002 (details provided in Chapter 2, p. 30), it was stipulated that administrative organizations themselves shall perform evaluations. Furthermore, it was stipulated that evaluation results should be reflected in the subsequent planning of ODA policies and its efficient and effective implementation (feedback).

### ODA Evaluation and the PDCA Cycle for Appropriate Feedback

The policy statement "Basic Policies 2005" approved by the Cabinet states that "Objective third-party evaluation including cost-effectiveness analysis of ODA projects should be conducted. The outcomes should be disclosed to the public, and the PDCA (Plan, Do, Check, Act) cycle should be

established in order to reflect such results in the formulation and planning of ODA policies." Therefore, MOFA decided to emphasize the improvement of checking systems, aiming to enhance the ODA evaluation system and to reflect the evaluation results in policies through establishment of the PDCA cycle (figure 1).

Figure 1. The PDCA Cycle



As a result, MOFA clarified the positioning of ODA evaluation in the PDCA cycle and has strengthened its system to provide feedback on evaluation results to ODA policy formulation and implementation. MOFA has considered measures in response to lessons learned and recommendations obtained from evaluation results, reflecting them in ODA policies and implementation (for details, refer to p. 26).

### ODA Review

In June 2010, MOFA conducted the "ODA Review" and decided to undertake the following measures for ODA evaluation:

- (1) reinforce the independence of evaluation units and recruit external personnel to strengthen the ODA evaluation system
- (2) establish mechanisms that ensure meaningful lessons from past successes and failures
- (3) disclose information through promotion of "visualization" of evaluation.

Therefore, in 2011, the ODA Evaluation Division was relocated from the International Cooperation Bureau, which is in charge of ODA policies, to the Minister's Secretariat, thereby strengthening its independence. Since then, MOFA has recruited an external evaluation expert as the director of the division. In addition, MOFA selects evaluations in accordance with the priority areas of Japan's foreign policies and development cooperation and ensures that evaluation results is incorporated into ODA policies.

To promote the "visualization" of evaluation, MOFA has introduced a rating system (more information in Chapter 1, p. 8) in 2011. In this way, while ODA evaluation has increased its importance, it has expanded its evaluation objectives and scope, diversified its evaluators, reinforced its independence, and strengthened its feedback functions.

## Development Cooperation Charter

In February 2015, the Development Cooperation Charter was established taking into consideration the current circumstances surrounding ODA that include the diversification of development issues as well as the actors tackling them. The Development Cooperation Charter clearly articulates the philosophy of Japan's development cooperation, namely, "Contributing proactively to peace, stability, and prosperity of the international community as a peace-loving nation." Under this philosophy, the Charter prescribes the following basic policies: 1) contributing to peace and prosperity through cooperation for non-military purposes; 2) promoting human security; and 3) cooperation aimed at self-reliant development through assistance for self-help efforts as well as dialogue and collaboration based on Japan's experience and expertise.

With regard to evaluation, the Charter states that the Government will strengthen ODA's PDCA cycle based on a strategic approach, noting that, "A more strategic approach should be taken to maximize the impact of Japan's development cooperation. It is also important to engage in the

development cooperation cycle of policymaking, implementation, and evaluation in an integrated manner." The new Charter takes a step further by stating that evaluation is essential for implementing effective and efficient ODA: "In the light of the importance of evaluation not only for improving effectiveness and efficiency but for accountability to the public, Japan will conduct evaluations at the policy and program/project levels and give appropriate feedback of the results during the decision-making and program/project implementation process."

Moreover, the Charter states that "development cooperation provides one of the most important tools for Japan in its agile diplomacy implementation" considering that "development cooperation is important for ensuring Japan's national interests." On this basis, the Charter sets forth that "efforts will be made to undertake evaluation from a diplomatic point of view, as well," noting that an evaluation will incorporate not only the "development point of view" of whether the development cooperation contributes to the development of the partner country, but also the "diplomatic point of view" of what favorable impacts the development cooperation will bring to Japan's national interests.

## Column

### Holding the 13th ODA Evaluation Workshop

The 2015 workshop was held in Tokyo as an event closing out the International Year of Evaluation with the cooperation of JICA and the Japan Evaluation Society (JES). The event was attended by approximately 50 people from a total of 30 Asian and Pacific countries as well as from international organizations.

Following a welcome address by Mr. Masakazu Hamachi, Parliamentary Vice-Minister for Foreign Affairs of Japan, the workshop consisted of five sessions (including sessions) and discussions were held. A primary feature of this workshop was the setting of sub-sessions taking into consideration difference among participating countries with an advanced understanding of evaluation and countries for which there are expectations of improvements in the future. At the sub-session "Impact Evaluation for Evidence-based Policy Making," discussion focused on the basics of impact evaluation, which is being increasingly implemented year after year in development cooperation projects, as well as on its global trends. The theme for the other sub-session was "Evaluation of Environmental and Climate Change Projects," for which participants had a high level of interest. An evaluation system for a climate change project in Fiji was introduced and the importance of considering climate change countermeasure at the formulation of the development plan was pointed out.

Under the theme of "New Topics for Evaluation to Achieve SDGs," the final session pointed out the importance of utilizing evaluations to attain SDGs in view of the SDGs adopted in 2015 and the numerous goals and targets that have been established.

Finally, the workshop officially closed with the chair's summary that affirmed to continue dialogue in the future among member countries and international organizations to raise the quality of evaluations.



Session



General meeting

### Objectives of ODA Evaluation

MOFA carries out ODA evaluations under the following two objectives:

(1) To Improve ODA Management: to contribute to the improvement of ODA quality through feeding back lessons obtained from the examination of ODA activities to the process of ODA policy formulation and implementation.

(2) To Maintain Accountability: to fulfill accountability and promote public understanding and support, by increasing transparency of ODA through publication of evaluation results.

### Structure of the Implementation Process

MOFA is mainly responsible for planning and formulating ODA policies, while JICA is responsible for implementing individual projects. MOFA and JICA collaborate on ODA evaluation by dividing their roles. MOFA conducts policy-level and program-level evaluations in the form of third-party evaluations based on the Order for Organization of the Ministry of Foreign Affairs.

With the entry into force of the GPEA in 2002, each ministry and agency is required to conduct self-evaluations of policies under its jurisdiction. On this basis, since 2002, MOFA has implemented policy evaluations that include overall ODA policy, as well as ex-ante and ex-post evaluations of specific projects as required by the GPEA in the form of self-evaluations.

JICA, on the other hand, conducts project-level evaluations of individual projects, as well as thematic evaluations on specific themes and development goals from cross-sectoral and comprehensive perspectives, in the form of third-party evaluations and self-evaluations.

Other ministries and agencies of the Government of Japan also plan and formulate policies as well as implement

programs and projects that involve ODA in the respective fields under their jurisdiction. These evaluations are conducted mainly based on the GPEA.

Pursuant to the Basic Act on Central Government Reform in 1988, MOFA assumes a central role in coordinating all government entities for the overall planning and other tasks associated with ODA. Accordingly, Inter-Ministerial Liaison Meetings are held, which are comprised of the relevant ministries and agencies as well as JICA. Discussions on further improvements for the ODA evaluation activities are undertaken by the entire government at the meetings, and MOFA compiles the results of the ODA evaluations of other ministries and agencies.

Chapter 2 of this report presents an overview of the evaluations conducted by MOFA, other ministries and agencies, and JICA, mainly in FY2015.

### Classification by Evaluation Targets

ODA evaluations are classified into policy-level evaluation, program-level evaluation, and project-level evaluation according to what is being evaluated (table 1, p. 7).

### Diversity amongst Evaluators

ODA evaluations are classified by type of evaluator, and include self-evaluation, internal evaluation, third-party evaluation (external evaluation), evaluation conducted by recipient governments and agencies, as well as joint evaluation by MOFA and other countries and organizations.

#### (1) Self-Evaluation

Self-evaluation is an evaluation conducted by the divisions that provide, implement, or manage assistance of their assistance policies and programs. Evaluations conducted by MOFA and other ministries and agencies based on the GPEA are classified as self-evaluation, as are JICA's ex-ante

Figure 2. Japan's ODA Evaluation Mechanism

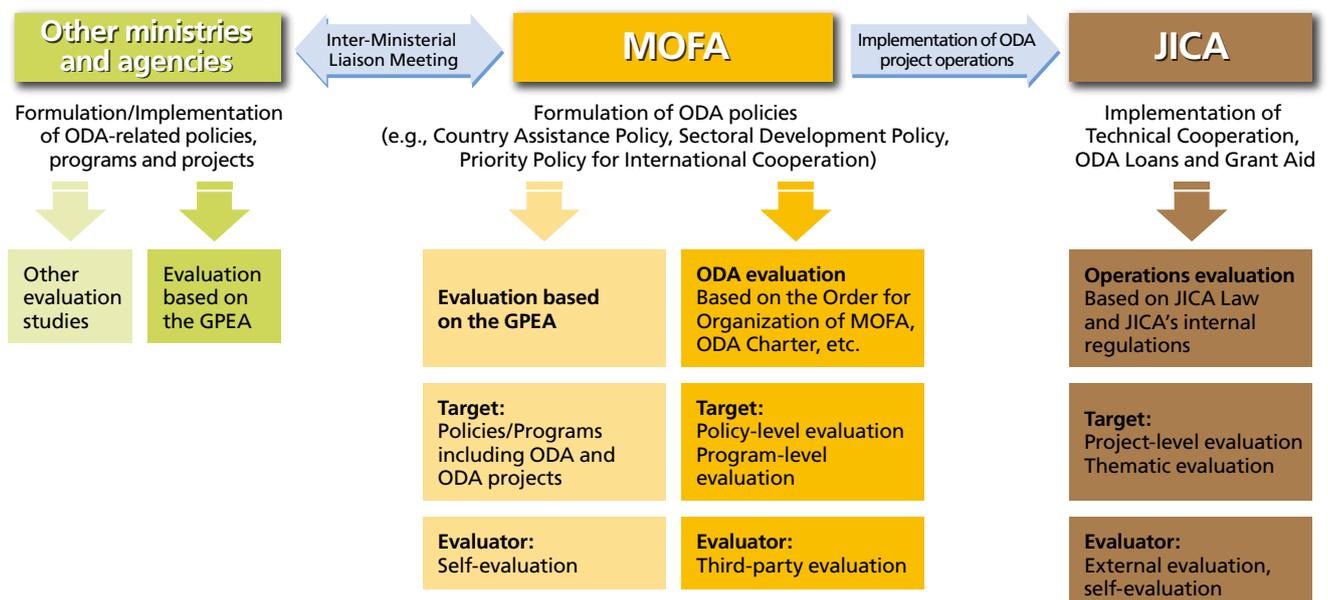


Table 1. Classification by Evaluation Targets

Type of Evaluation	Description	Examples
<b>Policy-level evaluation</b> Evaluation of multiple programs or projects that are grouped together, for the purpose of achieving basic policies (e.g., ODA Charter, Japan's Medium-Term Policy on ODA, and Country Assistance Policies).		
Country Assistance Evaluation	Evaluation of overall ODA policies by country and region. Mainly evaluating the Country Assistance Policies of MOFA.	Country Assistance Evaluation of Vietnam, Evaluation of Assistance for the South Caucasus
Priority Issue Evaluation	Evaluation of the priority issues and areas in the ODA Charter, sectoral initiatives that Japan unveiled at key international meetings, etc.	Evaluation of Japan's Education Cooperation Policy 2011-2015, Evaluation of Japan's Contribution to the Achievement of the MDGs in Environmental Sector
<b>Program-level evaluation</b> Evaluation of multiple projects with common objectives that are grouped together. Conducts comprehensive evaluation and analysis based on specific themes or development targets.		
Sector Program Evaluation	Evaluation of overall ODA activities in a specific development area in specific countries or regions.	Evaluation of Assistance for the Urban Transportation Sector in Viet Nam, Evaluation of Assistance to the Health Sector in Cambodia
Aid Modality Evaluation	Evaluation of individual aid schemes.	Evaluation of Debt Cancellation, Evaluation of Grant Aid for Poverty Reduction Strategy
<b>Project-level evaluation</b> Evaluation of individual ODA projects (mainly JICA).		
Project evaluation	Evaluation of individual development assistance projects.	Rural Electrification Project in India (JICA), The Project for Strengthening Capacities of Prince Regent Charles Hospital and Public Health Centers in Bujumbura City for Improvement of Mother and Child Health in Burundi (JICA)

evaluations of projects and certain ex-post evaluations of projects.

#### (2) Internal Evaluation

Evaluation conducted by the divisions responsible for reporting to the divisions of aid agencies is called internal evaluation.

#### (3) Third-Party Evaluation (External Evaluation)

This evaluation is conducted by a third-party who is independent from both donors and recipients of assistance. In MOFA's policy-level and program-level evaluations, third-parties (experts and private sector consultants, etc.) selected through an open competitive bidding system are the principal evaluators. JICA also conducts third-party evaluations in the form of ex-post evaluation of projects that cost over a certain amount of funding or projects which are deemed to provide valuable lessons.

#### (4) Evaluation Conducted by Recipient Governments and Agencies

MOFA implements around one evaluation every year, primarily program-level evaluations, by requesting recipient governments and agencies, private sector consultants, and evaluation experts to conduct the evaluation. The objective is to secure the fairness and transparency of Japan's ODA evaluation, promote recipient countries' understanding of Japan's ODA, and enhance the evaluation capacities of recipient countries by having recipient governments and agencies conduct the evaluation.

#### (5) Joint Evaluation

This evaluation is conducted jointly by donors and recipients of assistance or by different aid organizations.

The joint evaluations with recipient countries have significance in so far as they respect the ownership of recipient countries and strengthen partnerships between Japan and recipient countries, in addition to achieving the objectives of enhanced ODA management and fulfillment of accountability. MOFA carried out a joint program-level evaluation with the Philippines in 2015.

### Criteria for ODA Evaluation and Recommendations

MOFA has established the following three criteria for ODA evaluation from a development viewpoint based on the so-called five "DAC Evaluation Criteria" (Relevance, Effectiveness, Efficiency, Impact, and Sustainability), which were announced by the OECD-DAC in 1991.

(1) **Relevance of Policies:** whether policies and programs are consistent with Japan's high-level policies on ODA and the needs of recipient countries.

(2) **Effectiveness of Results:** whether expected objectives are achieved.

(3) **Appropriateness of Processes:** whether processes have been taken that would ensure the relevance and effectiveness of policies and programs.

In undertaking the evaluations, since FY2011, MOFA has introduced a rating system (a straightforward approach to representing scores using a multi-point scale) to promote the "visualization" of evaluation (see Chapter 1, p. 4). While ratings facilitate "visualization," they do not take into account the individual situation and background of what is being evaluated

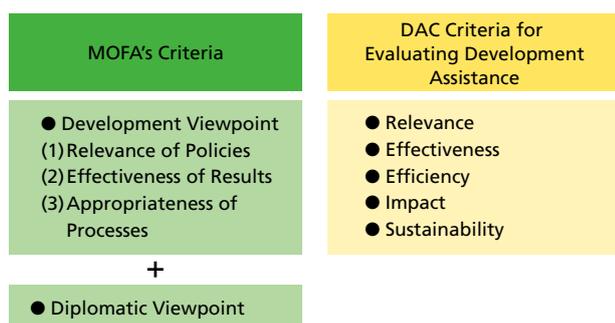
and pose the danger of oversimplifying the evaluation result. For this reason, MOFA always provides supplementary explanations to its ratings, including the basis of its judgments. MOFA does not give numerical or letter ratings.

Moreover, since FY2011, MOFA has introduced the new evaluation criterion of “diplomatic viewpoints” to examine the impacts of assistance on Japan’s national interests, in addition to the above “development viewpoints” that examine to what extent assistance contributes to the development of recipient countries.

With respect to these criteria for ODA evaluation and specific methodologies, MOFA has formulated the “ODA Evaluation Guidelines” since 2003, publishing the 10th edition in June 2016.

Evaluation conducted based on the GPEA is evaluated in line with the “Basic Plan on Policy Evaluation” established by MOFA, including viewpoints such as necessity, effectiveness, and efficiency. JICA conducts evaluations in accordance with the Five DAC Evaluation Criteria. For some ex-post evaluations (third-party evaluations), the overall evaluation results are rated on a four-level scale (A to D) to make the evaluation results easier to understand.

Figure 3. Criteria for ODA Evaluation



In the third-party evaluations carried out by MOFA and the evaluations implemented by JICA, “recommendations” on what should be actively promoted or improved for implementing ODA policies and individual projects in the future are derived based on the results of the evaluations conducted in accordance with the above criteria. The recommendations are presented to organizations relevant to the evaluated projects.

### Application of Results

To establish a PDCA cycle, it is important that the evaluation results and recommendations from ODA evaluations are fed back to policymakers and those engaged in project implementation and are reflected in future processes of policy making and project implementation.

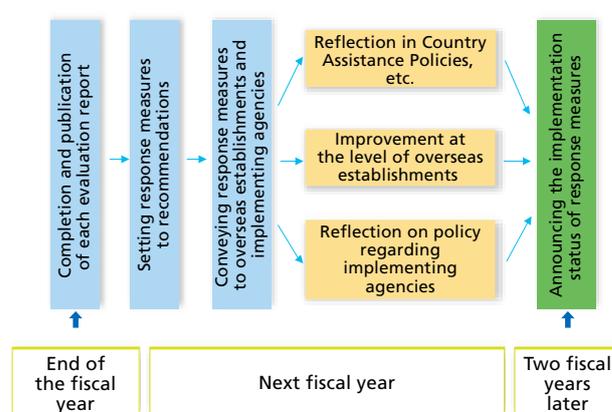
Therefore, MOFA feeds back the evaluation results to its relevant divisions, JICA, and Japan’s overseas establishments. It also develops measures for addressing the recommendations extracted from the evaluation results, taking account of their concreteness, feasibility, and other criteria. Furthermore, to ensure that the recommendations are reflected in subsequent policy-making and other processes, MOFA

follows up on the status of such measures. Additionally, since FY2010, as part of the efforts for the “visualization” of ODA, these measures and their follow-up status are published in the Annual Report on ODA Evaluation (please refer to Chapter 2 for the measures in response to the results of the FY2015 ODA evaluation, and Chapter 3 for the follow-up efforts to the results of the FY2014 ODA evaluation).

The evaluation results are distributed to stakeholders in recipient countries through translated summaries of evaluation reports. Through such efforts, MOFA strives to provide feedback to recipient countries.

In addition, JICA conducts monitoring and evaluation in line with a project’s PDCA cycle in order to expand the development outcomes of the project.

Figure 4. Follow-up of Evaluation Results



### Publicizing Evaluation Results

To facilitate understanding of Japan’s ODA evaluation, MOFA proactively publicizes evaluation results. In conducting third-party evaluations, MOFA recommends that evaluators (the third parties) prepare reader-friendly evaluation reports. MOFA posts a summary and the full text of each report as well as its summary in English and other languages (depending on the report) on MOFA’s ODA website.

Furthermore, every year MOFA publishes the Annual Report on Japan’s ODA Evaluation. The report is a compilation of the overview of the results of evaluations conducted by MOFA, JICA, and other ministries and agencies in the previous fiscal year, as well as the response measures to each recommendation by MOFA’s third-party evaluations and the implementation status of the response measures to the recommendations of evaluations conducted two fiscal years before. This report is distributed to a wide range of entities, including Diet members, experts, NGOs, universities, and libraries, and is also available on MOFA’s ODA website.

JICA publishes the JICA Annual Evaluation Report that compiles operations evaluation activities of the previous fiscal year (see Chapter 2, p. 32 for more information on JICA’s activities).

# Chapter 2

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## 2.1 Overview of FY2015 ODA Evaluation

Chapter 2 provides an overview of ODA evaluations conducted by MOFA, JICA, and other ministries and agencies, etc., mainly in FY2015.

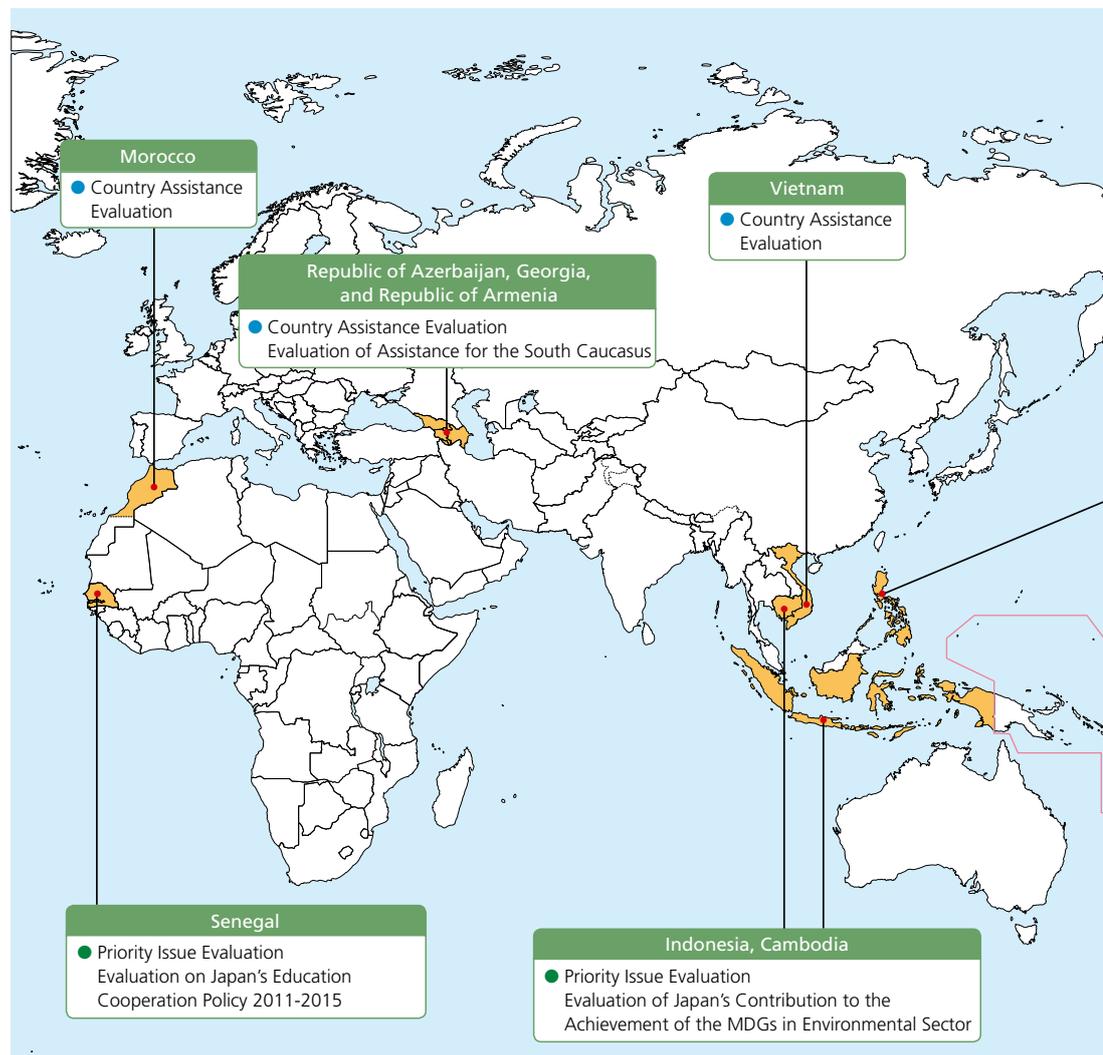
### Evaluations by MOFA

MOFA implemented eight third-party ODA evaluations in FY2015 that it commissioned to external experts. This chapter provides an overview of these evaluations and presents MOFA's response measures (as of July 2016) to the recommendations derived from these evaluations.

The evaluation results show that the relevance of policies and diplomatic effects of Japan's assistance are recognized as can be seen in the Country Assistance Evaluation of Vietnam, which comments, "Japan's ODA policies for Vietnam encompasses a broad range of areas, including the economy, society, and environment, and are consistent with the Government of Vietnam's development strategy, and the relevance of policies is high" and also in the Country Assistance Evaluation of Morocco, which comments, "Japan's assistance to Morocco has also had various impacts, such as the promotion of economic, diplomatic, and friendly relationships between the two countries and the increase of pro-Japanese Moroccans through the activities of the alumni of JICA's Training in Japan and JICA volunteers." At the same time, some points for improvement of this assistance are presented in the Evaluation of Japan's Contribution to the Achievement of the MDGs in Environmental Sector, which comments, "Japan has released ODA initiatives mainly on the occasion of international conferences. As a result, some initiatives overlapped with other initiatives both in content and implementation period, and making it difficult to understand that Japan has adopted an explicit policy of giving priority to the environment in its development assistance policy." The original reports of the individual evaluation are available on the MOFA website.

Also, MOFA's ex-post monitoring on Grant Assistance for Japanese NGO Projects and self-evaluation based on the Government Policy Evaluations Act (GPEA) are outlined.

- Country Assistance Evaluations: 4 (Japan's Assistance for Pacific Island Countries, South Caucasus, Vietnam, Morocco)
- Priority Issue Evaluations: 2 (Japan's Contribution to the Achievement of the MDGs in Environmental Sector, Japan's Education Cooperation Policy 2011-2015)
- Aid Modality Evaluation: 1 (Debt Cancellation)
- Other Evaluation: 1 (Feedback Mechanism of Japan's ODA)



### Operations Evaluations by JICA

JICA conducts project evaluations of individual projects as well as thematic evaluations which set certain themes such as region, issue sectors, and aid schemes and uses evaluation criteria for each theme in projects related to these themes. Regarding the number of project evaluations commenced in FY2014,\* JICA conducted 100 external ex-post evaluations by third-party evaluators, 61 internal ex-post evaluations that are mainly evaluated by JICA overseas offices, and thematic evaluations in 4 areas. Chapter 2.4 provides an overview of such operations evaluations conducted by JICA. The details of JICA's individual evaluation results are available on the JICA website.

\* Number of evaluations commenced in FY2014 for which results were confirmed in FY2015.

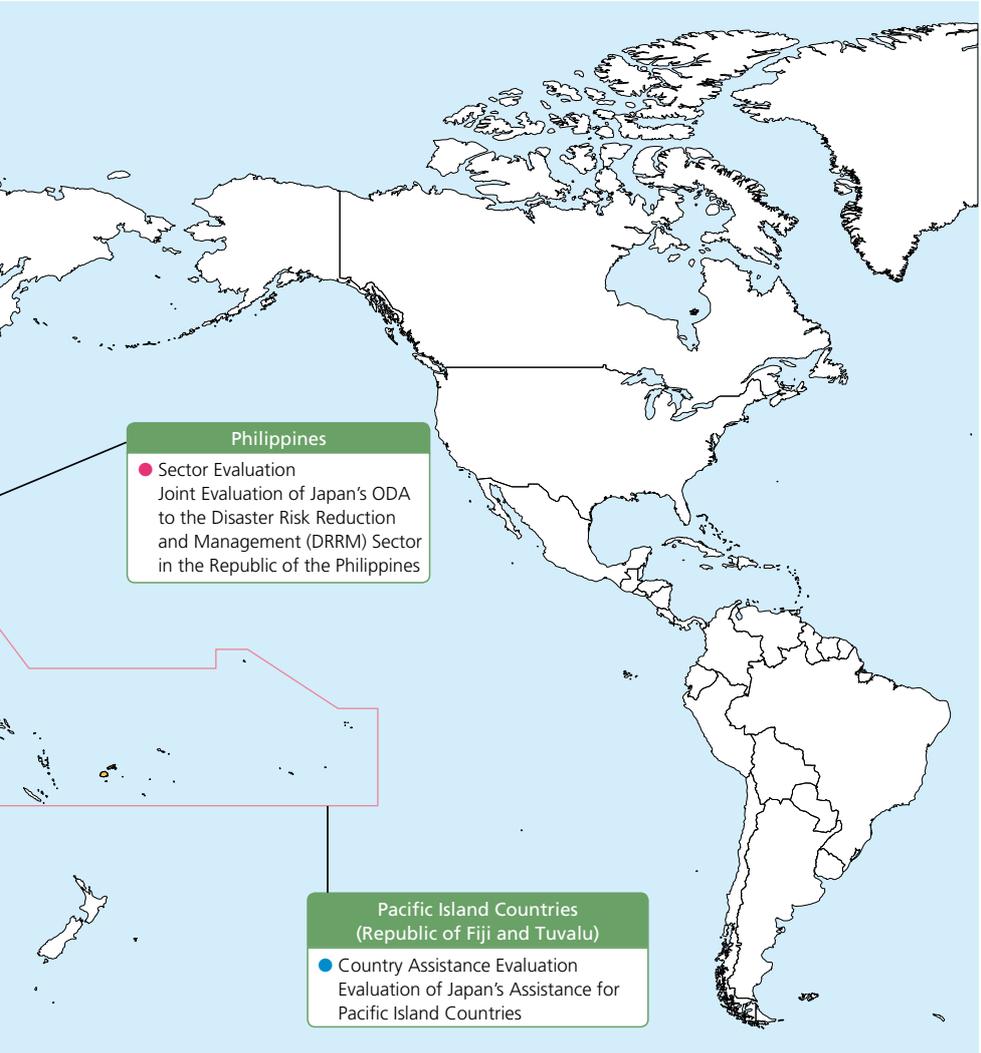
### Evaluations by Other Ministries and Agencies in Japan

Other ministries and agencies conduct self-evaluations of ODA-related policies mainly based on the GPEA. This chapter lists the evaluation studies conducted by other ministries and agencies in FY2015.

### Partner Country-led Evaluation

As part of partner country-led evaluations, in FY2015 the National Economic and Development Authority (NEDA) of the Republic of the Philippines, and the Embassy of Japan in the Philippines, with the support from a consultant, jointly carried out an evaluation of Japan's assistance in the Disaster Risk Reduction and Management (DRRM) Sector in the Republic of the Philippines. This chapter presents an overview of this evaluation.

- Sector Evaluation: Evaluation of Japan's ODA to the Disaster Risk Reduction and Management (DRRM) Sector in the Republic of the Philippines



## Country Assistance Evaluation of Vietnam

Evaluators (Evaluation Team): •Chief Evaluator: Tatsufumi Yamagata, Professor and Secretary General of Institute of Developing Economies  
•Advisor: Kenta Goto, Professor, Faculty of Economics, Kansai University  
•Consultant: KPMG AZSA LLC

Period of the Evaluation Study: August 2015 – February 2016

Field Survey Country: Socialist Republic of Vietnam

Original Report: <http://www.mofa.go.jp/policy/oda/evaluation/FY2015/pdfs/vietnam.pdf>

### Background, Objectives, and Scope of the Evaluation

Vietnam is located in the eastern part of Indochina. With a population of approximately 92 million people, Vietnam has become a lower middle-income country in 2010 and GNI per capita reached over USD 2,000 in 2014. The importance of Vietnam is increasing from the point of promotion of future regional development in the Mekong region. On the other hand, the country is facing several challenges inherent to this abrupt economic growth. The objectives of this evaluation are Japan's ODA to Vietnam and to derive some recommendations and lessons learned as references for the formulation and implementation of future ODA policies. The scope of the evaluation covers the Country Assistance Program (2009) and the Country Assistance Policy (2012) for the Socialist Republic of Vietnam.

### Summary of the Evaluation Results

#### ● Development Viewpoints

##### (1) Relevance of Policies

Japan's ODA policies for Vietnam encompass a broad range of areas, including economy, society and environment, and are consistent with the Government of Vietnam's development strategy; therefore, the evaluation team concluded that relevance of the policies is high. Furthermore, it was ascertained that Japan's development assistance involves a significant contribution by Japanese companies and experts.

##### (2) Effectiveness of Results

In terms of the priority areas of Japan's assistance projects/programs for Vietnam, there were no outstanding obstacles to achieve the expected results. The results were within the expectations; therefore, the evaluation team concluded that the effectiveness of results is rated high. Major assistance projects have resulted in the transfer of cutting-edge technologies, recommended operation procedures, and safety control methods, etc., which can be evaluated as a positive contribution by Japan's ODA.

##### (3) Appropriateness of Processes

Regarding the formulation of assistance policies, the evaluation team confirmed that the whole process had been conducted based on mutual understanding. As for the implementation process, it was confirmed that a multi-layered program approach had been taken to achieve the goals. Measures to prevent recurrence of ODA-related fraud and corruption incidents had been formulated and implemented rapidly and substantially, and it was confirmed that good progress and continuous efforts were being made. Therefore, the appropriateness of the processes is evaluated as high.

#### ● Diplomatic Viewpoints

Japan and Vietnam have an extensive strategic partnership and the leaders of the two countries frequently visit each other; therefore, Japan's assistance has a considerable diplomatic importance. Japan's assistance is contributing to strengthening the economic relationship and interpersonal/cultural exchanges, and its diplomatic impact is also considered to be high.



Interviewing the Ministry Of Natural Resources and Environment

## Recommendations

### 1 Utilization of the assistance for Vietnam as a front runner in international cooperation

Japan's assistance has shown a number of characteristics which shall be a model for Japan's ODA in other countries. These shall be shared among responsible officers in charge of economic cooperation at Japanese Embassies and JICA Offices in other developing countries as good practices of Japan's ODA. In this regard, it will be vital to effectively formalize\*1 diverse tacit knowledge created by Japan through knowledge management\*2.

\*1 To incorporate processes and laws into determined methods (rules, etc.)

\*2 Knowledge management: Management method for improving results by sharing and effectively utilizing knowledge and information possessed by individuals across an entire organization. Here it refers to efforts to utilize knowledge obtained through ODA to Vietnam from Japan to all areas of ODA.

### 2 Effective promotion of assistance in social sectors

While Japan's ODA is effectively promoted for economic infrastructure, interviews held in Vietnam have shown that Japan's assistance performance in social sectors receives relatively little attention. Specifically, achievements in such fields as environment and health care should be more emphasized. Environmental issues, and global warming policies in particular, are the focus of the international community's attention nowadays. Under these circumstances, Japan has become a central donor for the Support Program to Respond to Climate Change in Vietnam. As such, it is considered to be noteworthy that Japan has played a leading role in mitigating global warming in Vietnam.

### 3 Continuous efforts for Anti-ODA-related Corruption Measures

Both Japan and Vietnam have been consistently implementing measures to prevent recurrence of fraud and corruption incidents among ODA implementation. It is necessary for the Government of Japan to consistently implement improvement and prevention measures for recurrence and to maintain alertness among the parties concerned in order to eradicate fraud and corruption incidents between Japanese companies and the Government of Vietnam.

### Examples of Response Measures to Recommendations

- Japan will compile good practices among cases of Japan's ODA to Vietnam and share these through JICA overseas office general manager conferences and seminars targeted at persons involved in ODA operations.
- Japan will work to disseminate information and publicize assistance initiatives and results for the social sector in Vietnam using press releases, JICA project newsletters, and magazines in line with efforts to raise recognition levels in Japan and Vietnam.
- Japan will steadily implement the details of the final agreement with the Vietnamese side concerning "Improvement Measures" and "Recurrence Prevention Measures" against corruption cases in ODA programs. At the same time, Japan will continue to alert the Government of Vietnam via policy dialogue and other venues. Japan will also continuously alert Japanese companies by providing explanations through meetings for companies, etc.



Monument set at the entrance of the second terminal of Noi Bai International Airport

# Evaluation of Japan's Assistance for Pacific Island Countries

Evaluators (Evaluation Team): •Chief Evaluator: Izumi Kobayashi, Professor of Department of International Studies, Osaka Gakuin University, and President of Japan Pacific Islands Association  
•Advisor: Noriyuki Segawa, Associate professor of Department of International Studies, Osaka Gakuin University  
•Consultant: Japan Economic Research Institute Inc.

Period of the Evaluation Study: July 2015 – February 2016

Field Survey Countries: Republic of Fiji and Tuvalu

Original Report: [http://www.mofa.go.jp/policy/oda/evaluation/FY2015/pdfs/pacific\\_island.pdf](http://www.mofa.go.jp/policy/oda/evaluation/FY2015/pdfs/pacific_island.pdf)

## Background, Objectives, and Scope of the Evaluation

Pacific Island Countries (PICs)\* have difficulties in development as they are comprised of countless islands scattered across the expansive ocean (dispersed geographically), are small in terms of economy due to the limited size of land and population (small economy), and are far from the international market (remoteness). In addition, environmental problems are becoming severe in recent years. Although Japan has been implementing ODA to PICs for many years, challenges unique to the region and issues to be addressed in the whole region still remain. This evaluation study targeted Japan's assistance policy to PICs since 2008 in order to review achievements and to draw lessons and recommendations for effective and efficient implementation of future assistance. As for this evaluation, Fiji and Tuvalu were chosen as case study countries while overviewing the whole region that comprises of 14 PICs.

\* PICs consist of the Cook Islands, Federated States of Micronesia, Fiji, Kiribati, Marshall Islands, Nauru, Niue, Palau, Papua New Guinea, Samoa, Solomon Islands, Tonga, Tuvalu, and Vanuatu.

## Summary of the Evaluation Results

### ● Development Viewpoints

#### (1) Relevance of Policies

The assistance policies of Japan for PICs are consistent with the development policies/needs in the PICs and Japan's high-level policies (Development Cooperation Charter, Japan's ODA Charter, and priority areas of the cooperation adopted at the Pacific Islands Leaders Meeting (PALM), global issues of high priority such as climate change and disaster risk reduction, etc.), and Japan's assistance has high comparative advantages. Therefore, the relevance of the policies is regarded as high.

#### (2) Effectiveness of Results

Japan's assistance does not necessarily have the macro-level impact in all fields of all the countries, but has played important roles in overcoming the development issues which the PICs faced. Some of Japan's ODA projects were found to be effective in resolving most of the problems in particular sectors. As for the areas of the assistance, it was confirmed that

the cooperation was implemented in various ways, mainly through ODA, in the priority areas announced at PALM. Overall, Japan's assistance contributed to resolving the development challenges that PICs were facing. Evaluation of individual projects shows that most of the projects have been implemented effectively. Therefore, the degree to which individual countries' development issues were overcome and contribution made by Japan's assistance are generally high.

#### (3) Appropriateness of Processes

Japan's ODA projects in PICs were decided as a result of coordination with respective countries, as well as processes of integrating opinions expressed in meetings held among various relevant stakeholders. In Japan, formulation of the assistance policies and implementation of the assistance are done through exchange of opinions between relevant ministries, other relevant organizations, and the private sector. Therefore, the appropriateness of the processes is high.

### ● Diplomatic Viewpoints

Japan's assistance to PICs has contributed to the promotion of diplomacy of Japan. In particular, the target sectors, theme, and the amount of assistance were clarified in PALM, and concrete policies were shared among the leaders of the countries. Additionally, Japan's assistance has been well acknowledged among the recipients. Cooperation by "people" through technical cooperation or volunteer activities has high impact.



10th anniversary commemorative postage stamp of the Japan-Palau Friendship Bridge

## Recommendations

### 1 Continuing the assistance to the PICs from a broader perspective

When considering the assistance to PICs, it is important to continue assistance to small-scale PICs for which it is difficult to aim for economic self-reliance not only focusing on the efficiency of aid or the absolute scale of beneficiaries but also from a broader perspective including political and social significance to Japan's foreign policy.

### 2 Implementation of assistance to encourage private sector involvement

It is important for Japan and PICs to promote concrete efforts of ODA that will serve as catalysts to strengthen trade, investment, and tourism relations between the private sector.

### 3 Implementation of assistance that will have sustained effects of projects

- a) Given the chronic issues of the PICs such as draining of human resources and insufficient government budgets, it is desirable to construct durable physical facilities which would make maintenance easier, and implement an assistance plan that would encourage operation and maintenance by the private sector after the completion of the projects.
- b) On the assumption that the PICs have a small population and are going through a drastic brain drain when implementing technical cooperation projects, it is necessary to steadily develop human resources with skills by implementing long-term technical cooperation.

### 4 For implementing the declaration of PALM 7 and for formulating the visions for PALM 8

- a) For the infrastructure projects implemented in the past, it is effective to implement rehabilitation projects that strengthen resilience against natural disasters.
- b) It is desirable to promote interaction or businesses of the private sector in trade, investment, and tourism by utilizing ODA when appropriate in collaboration with the Pacific Islands Centre (PIC)\*.
- c) It is necessary to establish criteria and indicators that measure the effects at the policy level in order to enhance the effectiveness of assistance itself, and objectively assess the contents of the cooperation from the previous PALM.
- d) In order to further enhance the effect of the assistance it is important to carry out projects that "publicize Japan's aid" while seeking to qualitatively improve the assistance such as human resource development.

\* PIC is an international institution established on October 1, 1996 by the Japanese government and the South Pacific Forum (present Pacific Islands Forum), an Asia-Pacific region international institution. It aims to support the economic development of member island countries through the promotion of trade, investment, and tourism between Japan and island countries that are members of the forum.

### Examples of Response Measures to Recommendations

- For assistance to PICs including small island countries, the current policy of providing assistance from a broad perspective such as a diplomatic perspective and measures to address issues such as environmental and climate change will be continued.
- Through JICA's small and medium-sized enterprise overseas business development support program, Japan will boost program development for businesses that contribute to solving issues PIC face based on proposals from small and medium-sized enterprises.
- In collaboration with the Pacific Islands Centre (PIC), Japan will strengthen relationship between private-sector companies in various industries and PICs with measures that include actively holding seminars for private-sector companies and promoting local business missions. Concurrently, Japan will utilize ODA when appropriate in the future and promote interchanges among private-sector businesses and business commercialization. (For example, private-sector companies involved in ODA expand their business operations beyond ODA.)
- To promote maintenance management following project completion, Japan will develop human resources for operation and maintenance management through technical cooperation by experts and volunteers over the long term.
- For infrastructure development projects supported in the past, Japan will continue the policy of implementing refurbishment programs that have strengthened resilience against natural disasters.
- Japan will strive for a qualitative improvement of human resource development based on the needs of PICs and newly implement the Pacific Leaders' Educational Assistance for Development of State (Pacific-LEADs) program. By doing so, Japan will aim to enhance the impact of the assistance while promoting their understanding of Japan.
- Also, Japan will promote assistance that utilizes Japan's knowledge to enhance its impact (e.g., provide assistance that combines hardware in disaster prevention fields (establishment of breakwaters, etc.) with soft countermeasures (creation of hazard maps, etc.).



Japan-Pacific ICT Centre (Fiji)

# Evaluation of Assistance for the South Caucasus

Evaluators (Evaluation Team): •Chief Evaluator: Kaoru Hayashi, Professor, Faculty of International Studies, Bunkyo University  
•Advisor: Yoko Hirose, Associate Professor, Faculty of Policy Management, Keio University  
•Consultant: Foundation for Advanced Studies on International Development

Period of the Evaluation Study: September 2015 – February 2016

Field Survey Countries: Republic of Azerbaijan, Georgia, and Republic of Armenia

Original Report: <http://www.mofa.go.jp/policy/oda/evaluation/FY2015/pdfs/south-caucasus.pdf>

## Background, Objectives, and Scope of the Evaluation

Japan has supported the South Caucasus countries (i.e., Azerbaijan, Georgia, and Armenia) under an understanding that these countries are located in a geopolitically important area adjoining Europe, Asia, Russia, and the Middle East, and the peace and prosperity of this area are important for the stability of Eurasia as a whole. Common assistance for these three countries include infrastructure building that will benefit economic development, human resource development for realizing a market economy, regional development to correct regional disparities and health and healthcare service improvements. Japan is responding to these issues and is providing assistance in accordance with the circumstances of each country. In this evaluation survey, it aims to evaluate Japan's assistance projects implemented in those three countries so as to learn lessons and make recommendations in order to improve the effectiveness of the assistance to the region. This evaluation was conducted on assistant policies from 2005 to the time of the field survey in 2015 and its performance. The Grant Assistance for Grassroots Human Security Projects (GGP) were evaluated from 2010 to 2015 due to restrictions on data storage duration.

## Summary of the Evaluation Results

### ● Development Viewpoints

#### (1) Relevance of Policies

Japan's country assistance policies (CAPs) for the three countries are highly consistent with the development policies, needs of the respective countries, and Japan's high-level policies. They also conform to the international priority issues and the assistance policies of other donors and international organizations in those countries. The comparative advantage of Japan's assistance has been utilized in the projects implemented under the policies. These observations have proved that the relevance of Japan's assistance policies for these countries is "high."

#### (2) Effectiveness of Results

Outcomes of Japan's assistance to the three countries have been verified in almost all the priority areas, including economic infrastructure improvement, stabilization of the people's livelihood and disaster risk reduction measures. Therefore, the effectiveness of the results was evaluated to be "high."

### (3) Appropriateness of Processes

While JICA has no office in the three countries, the Embassies of Japan in Azerbaijan and Georgia had leadership appropriately on monitoring assistance projects and shared information of the projects regularly throughout the process from the formulation to the implementation. The Embassy of Japan in Armenia, which was established recently (January 2015), is expected to strengthen its organization for implementing projects. In this sense, the evaluation team concluded that the appropriateness of processes of Japan's assistance in Azerbaijan and Georgia was "high," whereas it was evaluated "moderate" in Armenia according to the status quo of the implementation structure in the country.

### ● Diplomatic Viewpoints

Peace and stability in the South Caucasus countries are necessary for their geopolitical importance, and the diplomatic importance of Japan's assistance to these countries is high. Japan's assistance to the three countries has contributed to strengthening the bilateral relations and its diplomatic impacts have been verified in each country.

## Recommendations

### 1 Azerbaijan

#### (1) Clarification of the Purpose of the Assistance for Agriculture and Rural Development

In the present country assistance policy, pathways of agricultural projects are relatively unclear, and the possible effects of agricultural supports on the country assistance policy are not clear. In order for the knowledge and technology of Japan to contribute fully to Azerbaijan, the role and the purpose of the projects for agriculture and rural development should be defined clearly in the assistance policy.

#### (2) Strengthening of Assistance for Capacity Development

The current state of economic growth in Azerbaijan requires more assistance on capacity development and technology transfer.

### 2 Georgia

#### (1) Establishment of Areas in Which Japan Has Comparative Advantages to Promote Coordination with the Japanese Private Sector

As Georgia is already a middle-income country, Japan should aim to build relationships with Georgia as a business partner in the medium-term. Therefore, both the public and private sectors are expected to establish assistances with the uniqueness and comparative advantages of Japan.

### (2) Continuous Assistance in Rural Areas through Grant Assistance for Grassroots Human Security Projects

Since supports for Internally Displaced Persons (IDPs) and residents of conflict-affected areas through GGPs and removing mines are important and these supports are seen as the symbol of solidarity between Georgia and Japan, it is expected to continue the supports with consideration to the needs of the people.

### (3) Promotion of Communication and Coordination with the Implementing Agencies of Georgia and Other Partners

The assistance implementation structure has to be improved to facilitate cooperation with the implementing agencies in Georgia and other partners.

## 3 Armenia

### (1) Strengthening Capacity of ODA Implementation of the Embassy of Japan in Armenia

The assistance implementation structure of the Embassy of Japan in Armenia has to be strengthened for the effective implementation of ODA projects.

### (2) Participation in Coordination Mechanism among Partners for the Enhancement of Development Effectiveness

It is desirable that Japan participates in the aid coordination mechanism to maximize the effectiveness of its assistance with limited input.

### (3) Continuous Assistance for Disaster Risk Reduction

Since there is high demand for support for disaster risk reduction, Japan is able to make use of its experiences and superiority and high diplomatic effects are expected, thus it is desirable to continue assistance in this sector.

### (4) Promotion of Public-Private Partnership to Promote Market Penetration by Japanese Private Companies

As Armenia expects Japan to contribute to job creation and industrial human resource development through investment, public-private partnerships should be promoted to encourage Japanese companies to expand their business in Armenia for the economic development of Armenia.

## 4 South Caucasus

### (1) Promotion of Assistance for Common issues among the Three Countries

Since the three countries have common interests in sectors such as disaster risk reduction, tourism development, and environment issues and it is effective to support these themes in a common way, opportunities for exchange of opinions and interaction should be created through providing assistances in this regard.

### (2) Reviews of Implementation Structure to Provide Regional Assistance for the South Caucasus

The evaluation team recommends that the assistance implementation structure be modified to enable the three countries to tackle together common issues as well as individual issues.

#### Examples of Response Measures to Recommendations

- For agricultural and rural development sectors in Azerbaijan, Japan will arrange the position in agricultural sectors within development issues for assistance at the time of the revision of the Rolling Plan in FY2016.
- From May 2016, JICA began the long-term dispatch of one Japanese staff member to Georgia. Along with this initiation, the Embassies of Japan in Georgia, Armenia, and Azerbaijan, and the JICA Uzbekistan office will strengthen coordination with related parties in these Caucasus countries and the implementation structure for information gathering, and promote aid coordination.
- From February 2016, Japan increased one staff member at the Embassy of Japan in Armenia. Along with this, Japan will continue to make efforts to strengthen the implementation structure for coordination with related institutions in Armenia, other donors, MOFA, and JICA.
- Japan will clarify and share issues of each country and the region through issue-specific training targeting the Caucasus. Also, the JICA Uzbekistan office will work to confirm needs in the three Caucasus countries by utilizing Japanese staff assigned to Georgia and receiving support from JICA Headquarters.



Shimal Gas Combined-Cycle Power Plant (Second Unit), Azerbaijan



Construction site of the East-West Highway Improvement Project, Georgia



Firefighting equipment at No. 8 Fire Station provided by JICA project in Yerevan City, Armenia

# Country Assistance Evaluation of Morocco

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•Advisor: Masatoshi Kisaichi, Professor of the Faculty of Global Studies, Institute of Asian Cultures, Sophia University  
•Consultant: NTC INTERNATIONAL Co., Ltd.

Period of the Evaluation Study: July 2015 – February 2016  
Field Survey Country: Kingdom of Morocco

Original Report: <http://www.mofa.go.jp/policy/oda/evaluation/FY2015/pdfs/morocco.pdf>

## Background, Objectives, and Scope of the Evaluation

Japan and Morocco have shared a close relationship between the Imperial and Royal households of both countries, as well as maintaining a good economic relationship and a favorable bilateral relationship in international society. The significance of providing assistance to Morocco is high because of Japan's intention to strengthen these relationships further and from the standpoint of securing resources for Japan. In addition, it is necessary for Japan to provide assistance to the reform efforts in Morocco as a member of the "Deauville Partnership\*." The target of this evaluation consists of the ODA policies of Japan to Morocco. The ODA policies were evaluated comprehensively, taking into consideration the relevance of ODA to Morocco, with the objective of making recommendations and obtaining lessons learned for the planning and implementation of ODA policies in the future.

\* Deauville Partnership: Established in May 2011 at the Deauville G8 Summit, the Deauville Partnership is a framework for supporting the transition to stable democratic systems and efforts toward economic and social reforms in Arab countries. Target countries that receive support are Egypt, Tunisia, Morocco, Jordan, Libya, and Yemen (from MOFA website).

## Summary of the Evaluation Results

The evaluation concluded that the relevance of policies was "high," the effectiveness of results was "high" and the appropriateness of processes was "appropriate to some extent" from the development viewpoints. From the diplomatic viewpoints, the ODA policies of Japan to Morocco were considered diplomatically significant.

### ● Development Viewpoints

#### (1) Relevance of Policies

Japan's ODA policies for Morocco are consistent with the development needs of Morocco, the high-level development policies of Japan, and the international priority issues. Also, they cover the sectors in which Japan has a comparative advantage over other donors. Therefore, Japan's ODA policies have high relevance. However, a review of the development issues in Japan's Country Assistance Policy for Morocco is needed in the future in order to better address the increasing need of industrial development in Morocco.

#### (2) Effectiveness of Results

Japan's assistance to Morocco has made a considerable contribution to Morocco in terms of the amount of assistance. This assistance has helped strengthen the economic

competitiveness of Morocco and has contributed to the sustainable economic growth in Morocco. The assistance has also contributed to the alleviation of regional and social disparities in Morocco and made a large contribution to the promotion of South-South Cooperation by Morocco. For the reasons mentioned above, the effectiveness of the results can be considered high.

#### (3) Appropriateness of Processes

Japan's ODA policies for Morocco have mostly been formulated through appropriate processes. Japan's assistances for Morocco consist of preparation of a basic system for the provision of assistance, identification of needs, project formulation based on discussions with relevant institutions in Morocco, monitoring and evaluation processes, public relations, consideration to society, and ethnicity. Although some areas of improvement have been identified in the information sharing, needs identification, efficiency of the project formulation processes, and the transparency of the project selection, the formulation and implementation processes for the ODA policies were considered appropriate to a certain extent.

### ● Diplomatic Viewpoints

Japan's assistance to Morocco is diplomatically important because of the diplomatic relationship between the Royal household of Morocco and the Imperial household of Japan, frequent exchange of visits by senior officials of both countries, cooperation at the United Nations General Assembly and the UN World Conference on Disaster Risk Reduction, the geopolitical importance of Morocco as a stabilizing force in the North Africa and Maghreb region, importance of



A drip irrigation at pilot site in Doukkla-Abda region for "The Project for Improvement of Irrigation System at the Abda Doukkala Irrigated Area" (Photo: Evaluation Team)

Morocco in pursuing the diplomatic principles of Japan, and contribution to the further strengthening of the bilateral relationship. The assistance has also had various impacts, such as the promotion of economic, diplomatic, and friendly relationships between the two countries, the increase of pro-Japanese Moroccans through the activities of the alumni of JICA's Training in Japan and JICA volunteers, sustainable development in the Middle East and Africa through the promotion of South-South Cooperation in the fisheries sector, contribution to the stability of the Maghreb region, and support to the standpoints of Japan at the United Nations and international arena by Morocco. For the reasons mentioned above, Japan's assistance to Morocco is evaluated as being significant from a diplomatic viewpoint.

## Recommendations

### 1 Reconsideration of the Wording and Objectives of the Country Assistance Policy

Reconsideration of the wording of the Country Assistance Policy for Morocco is necessary for the better understanding of the policy by its readers, especially for the Basic Policy of Assistance and Items to be Considered. In addition, it is recommended that the Development Issues in this policy be re-examined in order to better address the industrial development needs in Morocco.

### 2 Further Emphasis on the Promotion of South-South Cooperation

South-South Cooperation for countries in Africa that Japan has been promoting in collaboration with Morocco has been highly acclaimed and has had a large diplomatic impact. Therefore, it is important to further strengthen the contribution of Japan for the promotion of South-South Cooperation by Morocco, keeping in mind its contribution to the stabilization of the region.

### 3 Combined Use of Multiple Schemes

Since increasing assistance aiming at creating synergy with the combined use of multiple schemes is both anticipated by the Governments of Morocco and Japan, it is recommended that this approach be further accepted in the preparation for new assistance in the future.

### 4 Promotion of Information Sharing

Since Japan's Country Assistance Policy for Morocco is an important document which indicates the direction of Japan's assistance to Morocco, it should be translated and disclosed for the relevant people involved.\* In addition, it is recommended that a translated version of the Rolling Plan, which indicates the prospects of Japan's assistance to Morocco for the next several years, be disclosed as a means to disseminate the information of Japan's ODA to Morocco. Furthermore, further efforts should be made to organize a meeting of relevant partners from both Morocco and Japan in order to facilitate information sharing of Japan's assistance and to identify

the development needs of Morocco.

\*Based on a report made at the Japanese embassy in Morocco following the completion of the field survey, a French-language version of the country assistance policy for Morocco was released in February 2016.

### 5 Improvement of Efficiency and Transparency of Processes

Efforts need to be made to speed up the project formulation and improve the transparency of the results of project selection.

### 6 Continuous Efforts to Strengthen Japan's Project Implementation System in Morocco

It is recommended that continuous efforts be made in the future to further strengthen Japan's ODA implementation system in Morocco in order to facilitate recommendations 4 and 5 in this evaluation.

#### Examples of Response Measures to Recommendations

- Japan plans to revise the Country Development Cooperation Policy for Morocco in FY2016, and at that time, will also reconsider wordings and medium-term goals.
- Japan will continue to assist with the promotion of Morocco's South-South Cooperation in consideration with the requests and the Country Development Cooperation Policy for Morocco.
- When studying possibilities of new assistance, Japan considers the appropriateness and the effectiveness of combining multiple schemes including ODA loans and technical cooperation.
- In the same manner as the French-language version of the country assistance policy released in February 2016, Japan plans to create a French-language version of the Rolling Plan and make this public on the websites of MOFA and the Japanese Embassy of Japan in Morocco.
- Japan will work to promote mutual understanding of development policies through the implementation of policy dialogue on economic cooperation and regular dialogues with the Government of Morocco. Moreover, we will closely examine requests from Morocco and identify and form excellent new projects through a request survey process.
- Japan will work to report on the results of the request survey in an appropriate and timely manner to the Government of Morocco through the Embassy of Japan in Morocco.
- Japan will work to further strengthen the local implementation structure, with efforts centered on the local ODA Task Force.



Construction project of the girls' dormitory in the municipality of rural Ait Yadine (Photo: Evaluation Team)

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

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Period of the Evaluation Study: August 2015 – February 2016

Field Survey Countries: Indonesia and Cambodia

Original Report: <http://www.mofa.go.jp/policy/oda/evaluation/FY2015/pdfs/environmental.pdf>

## Background, Objectives, and Scope of the Evaluation

The Millennium Development Goals (MDGs) were established in 2000. Goal 7 of the MDGs is to “Ensure environmental sustainability.” In order to contribute to achieving this goal, Japan has provided assistance in environmental sectors such as climate change, biodiversity, and water in line with the ODA Charter, revised in 2003. Based on these backgrounds, this evaluation study made a comprehensive evaluation of Japan's overall efforts in the period from the establishment of the MDGs to 2014 to attain the MDGs in the environmental sector.

## Summary of the Evaluation Results

### ● Development Viewpoints

#### (1) Relevance of Policies

Japan's development policies in the environmental sector were basically consistent with environmental efforts by the international community, international trends, Japan's ODA at the higher level policies, and the development policies of recipient countries. However, as for consistency with the international discussion on climate change, some challenges were seen; for example, there were less mentioned on the budgetary appropriation policies and policies on the forestry field. As for consistency with Japan's ODA policies at the higher level, efforts in the field of forestry were not clearly mentioned in initiatives taken by Japan in recent years. The consistency with development policies of recipient countries was referred to in case studies in Indonesia and Cambodia, and no significant problem was found. From the results above, the relevance of policies was “high” regarding Japan's efforts to achieve the MDGs in the environmental sector.

#### (2) Effectiveness of Results

As for input, high marks should be given to Japan in view of the fact that its total ODA amount was larger than other donors. However, both the rate of grants against the total ODA by Japan and the rate of its ODA against gross national income (GNI) seemed to be at unsatisfactory levels. As for the outcome, indices regarding Goal 7 under the MDGs were improved in many countries that Japan has supported significantly. However, statistical analysis could not clearly prove that the improvements directly resulted from Japan's assistance. The impact of Japan's ODA on the policies of



Interviewing the Department of Environmental Service at the Ministry of Environment and Forestry in Indonesia

the recipient countries was examined through questionnaire surveys collected from Japan's overseas establishments in countries to which Japan provides ODA and case studies. The examination found that some countries reformed their policies following Japan's assistances. However, the number of such countries was limited and effects varied from country to country. Though Japan's assistance had positive impacts in some evaluation items, some reservations were given to many evaluation items. From the reasons above, Japan's ODA in terms of the effectiveness of its results was evaluated as “moderate.”

#### (3) Appropriateness of Processes

The appropriateness of processes regarding Japan's ODA was evaluated from three angles. The first was the appropriateness of the processes of formulating and implementing ODA policies in the environmental sector. The second was efficiency in establishing an implementation structure in Japan and recipient countries. The third was collaboration with recipient countries and development partners. Japan has released ODA initiatives mainly on the occasion of international conferences. As a result, some initiatives overlapped among each other both in content and implementation period, making it difficult to understand that Japan has adopted an explicit policy of giving priority to the environment in its development assistance policy. As mentioned above, challenges remain in various evaluation items, and thus the appropriateness of processes regarding Japan's ODA is “marginal.”

## ● Diplomatic Viewpoints

In bilateral relations, some diplomatically positive effects were mentioned in environmentally related sub-sectors recognized as important by recipient countries. In multilateral relations, diplomatically positive effects were also confirmed given the fact that Japan received some commendations from other countries following its clarification of its stance in the appropriate timing in the form of commitments made at international conferences. At the same time, however, it is necessary to note that conflict between two aspects of national interest, namely, its pursuit of economic interest and its pursuit of international presence, occurs for Japan to some extent.

## Recommendations

### 1 Integration of the developmental perspective and the environmental perspective

It is necessary for Japan to promote measures that facilitate dissolving the conflict between development and the environment, and formulate and implement ODA projects in a manner that integrates development and environmental perspective.

### 2 Broadening the effects of ODA projects in the environmental sector to wider contexts

It is necessary for Japan to implement measures aimed at spreading the effects of individual ODA projects region-wide or nationwide. Moreover, it is also necessary for Japan to reinforce activities to utilize its experience acquired through ODA projects formulation in a certain country in projects formulation in other countries.

### 3 Effective cooperation with local organizations such as universities and NGOs with capacity building support

It is necessary for Japan to promote capacity building in recipient countries by making better cooperation with local universities and NGOs, both of which are connected deeply to local people and are positive about addressing environmental issues and making social contributions. Effective cooperation seems to lead to a stronger impact on both ODA projects and recipient countries while supporting their autonomous post-ODA development.

### 4 To recognize the differences from other donors, including emerging donors, and demonstrate the strengths of Japan

At a time when emerging donor countries such as China are increasing their presence in Southeast Asia and aid policies have been changing globally following the changing political situations in Europe, it is important for Japan to continue to provide ODA in the fields that Japan has competitiveness and to obtain understanding from other donors.

### 5 Strengthening the planning of country assistance policies for each recipient country in line with its development stage and consideration of an exit strategy

Challenges regarding future implementation were found in Indonesia and Cambodia, both of which are covered by

case studies. At a time when discussion is under way over the selection and concentration of ODA, it is necessary for Japan to consider where the accumulated human and intellectual properties built up are to be transferred and utilized, and strengthen the country assistance policy for each recipient country with an eye toward formulating a medium- and long-term ODA exit strategy.

## Examples of Response Measures to Recommendations

- Considering that the adopted SDGs emphasize initiatives in environmental sectors than the MDGs, Japan will make efforts to ensure that there is an awareness of development perspectives and environmental perspectives, particularly during the initial phase of project formation.
- Japan will continue to consider project designs that enable project results to be spread and deployed not only in targeted regions but also in other regions. Additionally, Japan will be aware of the state of the manifestation of project results and implement projects with a view to the sustainability and self-perpetuation of activities following the completion of the project.
- At the project's detailed planning preparation stage, Japan will carefully gather information regarding activities, structures, and capabilities of universities and NGOs in the targeted project areas and continue to make sufficient considerations about involving them as collaborating institutions and about the form of this collaboration.
- At the project formation and implementation stage, Japan will carefully gather information regarding trends in other donors and details of their activities and will make arrangements for collaboration and division of labor with other donors. Moreover, Japan will use on-site activities, which are Japan's strength, as its base and will consider project designs that enable the overall deployment of results.



Interviewing the Department of Forestry at the Ministry of Agriculture, Forestry and Fisheries in Cambodia

# Evaluation on Japan's Education Cooperation Policy 2011-2015

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Period of the Evaluation Study: July 2015 – February 2016

Field Survey Country: Senegal

Original Report: <http://www.mofa.go.jp/policy/oda/evaluation/FY2015/pdfs/education-cooperation.pdf>

## Background, Objectives, and Scope of the Evaluation

Japan provides assistance for educational development towards developing countries based on its own experience of modernization and economic growth. The subject of this evaluation, Japan's Education Cooperation Policy 2011-2015 (hereinafter referred to as the Policy), was announced in 2010 by the Government of Japan, with its scope set on the achievement of the education-related goals and objectives of initiatives and goals such as Education for All (EFA)\* and the Millennium Development Goals (MDGs), and the Government of Japan has actively promoted cooperation for the education sector in line with this Policy.

The objective of this study is to evaluate Japan's assistance provided under the Policy in 2015, which is the final year of the duration of the Policy, as clearly stated in the Policy document in order to make vital recommendations based on the findings of the study along with important lessons drawn. Evaluations will be conducted from the viewpoints of development and diplomacy.

The period of the evaluation is 2011 to 2015, and the entire education sector is assessed at the global level. A case study was conducted in Senegal. The scope of the analysis covers all measures, programs, and projects which have been implemented in line with the Policy, various measures, approaches and initiatives designed to strengthen the implementation system of Japan's assistance for the education sector, and financial contribution to and coordination, collaboration, and exchange of personnel with international organizations.

\* Education for All (EFA) is an initiative confirmed at the World Conference on Education for All in 1990 in Jomtien, Thailand. The initiative aims to attain the six specific goals (Dakar Framework for Action) in the field of education that include "Ensuring access to complete, free and compulsory primary education by 2015" and "Achieving a 50 percent improvement in levels of adult literacy by 2015." (from MOFA website)

## Summary of the Evaluation Results

### ● Development Viewpoints

#### (1) Relevance of Policies

The analysis of the relevance of the Policy implicates that the Policy is highly consistent with the ODA Charter (the previous Development Cooperation Charter) and the Development Cooperation Charter, which are high-level policies of the Government of Japan. Its consistency with the development needs of developing countries is also high in addition to its high level of consistency with global trends and challenges of EFA and MDGs, etc. Furthermore, the Policy is highly relevant as a Japanese cooperation policy in the education sector as it emphasizes (i) assistance utilizing Japan's experience and technical expertise and (ii) collaboration with

international organizations and NGOs in countries affected by conflicts or disasters. As it scores highly among almost every criteria of which determines relevance, we judge the relevance of the Policy to be "high."

#### (2) Effectiveness of Results

In regard to the effectiveness of aid policies, various positive results were achieved in the implementation system and the actual implementation in areas of basic education and post-basic education (vocational training, higher education) of the priority areas in the Policy. Therefore, we judge the effectiveness in this area to be "high." Meanwhile, to evaluate the effectiveness of aid policies, the implementation system, and the actual implementation in education for peace and security (education in conflict and disaster-affected countries), we observed a limited scale of large effects due to the small number of projects and due to the limited educational assistance in this area from medium- and long-term perspectives. Therefore, we judge the effectiveness in this area to be "moderate." Regarding the degree of implementation and effectiveness of the guiding principles of the Policy, we judge the effectiveness in this area to be "moderate" as the levels of implementations among some basic principles were low. In addition to these evaluation results, considering the contribution to the achievement of desirable results in the area of basic education in Sub-Saharan Africa, the contribution for international goals, the degree of achieving funding and numbers of beneficiaries set on goals, and positive results driven from comprehensive approaches taken to address educational challenges of developing countries, we judge the overall effectiveness of the Policy to be "high."

#### (3) Appropriateness of Processes

The process of formulating the Policy is highly appropriate as it reflects various opinions expressed through a series of discussions involving wide-ranging stakeholders. As there were approaches designed to enhance the overall effectiveness



Staff and equipment provided to Senegal from Japan at the Senegal-Japan Vocational Training Center (CFPT)

of assistance and the process for policy implementation is equally appropriate, we came across improvements that could still be made. For the policy management process, we judge the appropriateness of the policy management process to be moderate and there was room for improvement to increase the effectiveness of the policy implementation, for example, by conducting a mid-term review of the Policy while it is being implemented. In addition, from the viewpoint of reflecting evaluation results to the succeeding policy, the timing of conducting the third-party evaluation in 2015, the final year of the Policy, is not ideal. As other aid organizations and developing countries were not necessarily familiar about the Policy, we evaluate the process of the publication and dissemination of policy-related information to be moderate, which requires further improvements to be made. Based on these evaluation results, for the appropriateness of processes overall we judge the Policy was implemented in a moderately satisfactory manner.

### ● Diplomatic Viewpoints

From the viewpoint of diplomatic importance, the Policy has assisted in deepening bilateral exchanges and in strengthening Japan's friendship with other countries. In terms of diplomatic impacts, the Policy has contributed to increasing Japan's presence in the international community. Therefore, we judge the Policy to have diplomatic importance and diplomatic impacts.



Interviewing the headmaster and teacher of a primary school on Strengthening Mathematics, Science, and Technologies Education Project Phase 2 (technical cooperation project)

## Recommendations

### 1 Recommendations for formulating and mainstreaming Japan's education cooperation policies

- (1) Establishing a cooperation system for the formulation and implementation of Japan's future education cooperation policy
- (2) Formulating guidelines for policy implementation
- (3) Placing Japan's future education cooperation policy as a higher policy
- (4) Mainstreaming the concept of inclusion at the time of the project formulation and evaluation

### 2 Recommendations for implementing Japan's education cooperation policies

- (5) Building collaborative systems between policy planning departments and policy implementation departments
- (6) Capacity building to enhance collaboration with other donors, aid organizations, and actors in other sectors
- (7) Effectively disseminating and further strengthening

Japan's comparative advantage on practices at the ground level

- (8) Strengthening the Education for Sustainable Development (ESD)\* to contribute to achievement of the educational goals of the Sustainable Development Goals (SDGs)

\* Education for Sustainable Development: Learning process and activities which aim to address issues in contemporary society relating to the environment, poverty, human rights, peace, and development as problems and aim to create values and actions that lead to solutions to these issues through activities, starting with those in nearby areas, and creating a sustainable society through these initiatives. (from MOFA website)

- (9) Creating synergy effects through skillful use of programs, loans, and assistance through international organizations
- (10) Implementing more descriptive and carefully planned programs to nurture synergy effects
- (11) Fostering common understandings of and interests towards Japan's education cooperation policy through periodic meetings bringing together wide-ranging stakeholders
- (12) Implementing appropriate assistances which respond to emergency needs

### 3 Recommendations for monitoring and evaluating Japan's education cooperation policies

- (13) Conducting a mid-term review of Japan's future education cooperation policy
- (14) Implementing a third-party evaluation of Japan's future education cooperation policy at the optimal timing
- (15) Establishing targets and monitoring systems for Japan's future education cooperation policy

### 4 Recommendations to enhance diplomatic effects

- (16) Effectively disseminating information on Japan's education cooperation policy and its outputs/outcomes

#### Examples of Response Measures to Recommendations

- In collaboration with JICA, Japan will make thorough efforts to ensure that its newly formulated "Learning Strategy for Peace and Growth" is positioned as a basic document expressing the direction of Japan's education cooperation from the on-site project formulation stage.
- Japan will make efforts to ensure that its strengths in education (school-based continuing professional development and mathematics, science, and technology education) are utilized at education cooperation sites.
- Japan will work to disseminate Japanese-style education overseas.
- For aid support through multilateral organizations, Japan will verify the comparative advantages of each organization and will also consider future aid policies.
- With the participation of ministries and agencies concerned, international organizations, experts, the private sector, and civil society, Japan will raise interest in and common understanding of education cooperation policies through meetings with various stakeholders on international education cooperation as well as strengthen collaboration with diverse actors.
- Japan will implement a third-party evaluation of the policy at the most appropriate timing. Japan will ensure that the timing of implementation allows the results of third-party evaluations to be appropriately input into the formulation process for succeeding policies.
- Japan will promote the publicizing of its initiatives through venues such as the Japan Education Forum while effectively disseminating good practices from Japan's politicians and high-level government officials through opportunities such as mutual visits of dignitaries.

## Evaluation of Debt Cancellation

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Period of the Evaluation Study: October 2015 – February 2016  
Field Survey Country: The United States (Washington, D.C.) (case study countries: Iraq and Myanmar)

Original Report: [http://www.mofa.go.jp/policy/oda/evaluation/FY2015/pdfs/debt\\_cancellation.pdf](http://www.mofa.go.jp/policy/oda/evaluation/FY2015/pdfs/debt_cancellation.pdf)

### Background, Objectives, and Scope of the Evaluation

Debt cancellation is a type of aid scheme applied to recipient countries with excessive burden of external debt. Under the consensus of the main creditor countries, it is provided to debtor countries which have met certain conditions. The main consultation platform for the discussion is the conference of the main creditor countries (the Paris Club\*). This third-party evaluation is the first ODA evaluation to be conducted on debt cancellation. All of Japan's debt cancellation treatments for ODA loans post-2003 were the subject of the evaluation. Iraq and Myanmar are treated as two case studies, with both being a recipient of a relatively large amount of debt cancellation in recent years. The evaluation was conducted in order to put together lessons learned and policy recommendations for the future formulation of ODA policies and their implementation. It also serves to fulfill the accountability to the general public and to share the results with related organizations.

\* Paris Club: An unofficial group of creditor nations that determine debt restructuring steps for bilateral public debt (ODA credit obligations and non-ODA credit obligations) for countries having difficulty in repaying external debt. (from MOFA website)

### Summary of the Evaluation Results

#### ● Development Viewpoints

##### (1) Relevance of Policies

The relevance of policies was assessed from five following perspectives: presence of a cross-cutting policy on debt cancellation, consistency with the needs of the recipient countries, consistency with Japan's higher policies, consistency with other international cooperation programs, consistency with the aid policies of other donors, and Japan's comparative advantage. The team evaluates that Japan's debt cancellation policy is based on international donor harmonization and that its external relevance is well established. However, Japan currently does not possess a cross-cutting policy which stipulates the objective and the status of debt cancellation under the broader ODA policy framework. Thus, its consistency with the Japanese internal policy remains difficult to be assessed objectively. Furthermore, due to the nature of debt cancellation which is governed under international donor

harmonization, Japan's debt cancellation method does not exhibit a notable comparative advantage. Although, the evaluation team found that in the example of Myanmar, the case study country, there was a distinct role taken by Japan in the course of preparing for international donor harmonization.

##### (2) Effectiveness of Results

This section was evaluated from the following six perspectives: macro-economic effect, effect on investment and disposable public fund\*, poverty reduction, effect on fund procurement, effect on governance, and effect on bilateral-economic relations. It was found that there was a significant level of effect on funds procurement and bilateral economic relations, though it should be noted that debt cancellation had not been the only reason that has incited the changes in these two indicators. Debt cancellation is limited in its developmental effectiveness due to its schematic constraint. It must be kept in mind that it mainly serves to assist pre-existing demand for expansion in development assistance and economic cooperation. Though in the case of the two case study countries, Myanmar and Iraq, the credit standings have recovered as a result of debt cancellation and thus led to the reinforcement of funds procurement ability and economic relationship. It may be evaluated that debt cancellation has become a catalyst for new financial cooperation.

\* Disposable public fund: Funds from revenues, excluding funds for expenses allocated to the repayment of principal and payment of interest on debt, that are utilized for public education and national healthcare expenditures.

##### (3) Appropriateness of Processes

This section was evaluated from four perspectives: the presence of operation guidelines for the scheme, relevance of the operational structure, structural understanding of the effects and implementation of monitoring, and cooperation with other donors and international organizations. Overall the process taken by Japan on debt cancellation is assessed to be appropriate, although the transparency of this process to the general public is not satisfactory.

#### ● Diplomatic Viewpoints

Japan is one of the donors owing the largest amount of ODA loans to the debtors, and its commitment to the donor harmonization is widely acknowledged in the international community. However, in terms of debt cancellation's contribution to

the bilateral relationship, it is difficult for it to exert any outstanding effect in comparison to other donors because it is the fruit of a multilateral process. Though it should also be added that when there is a pre-existing expectation in reinforcing Japan's economic relation with the debtor, and the condition is mature for ODA loans and private investment, debt cancellation has a potential of catalyzing a strong diplomatic effect.

## Recommendations

### 1 Stipulation of consistency with higher policies

In order to provide the accountability to the taxpayers and to ensure appropriate knowledge-sharing amongst the actors involved, it is recommended that a basic policy on debt cancellation is stipulated and that this policy clearly demonstrates its consistency with the Development Cooperation Charter and other aid policies.

### 2 Improved transparency of the debt cancellation process

The process over debt cancellation is highly confidential, and it is difficult for the general public or the people outside charge to clearly understand the specific steps leading up to debt cancellation. It is therefore recommended that the government communicates to the public the position and criteria on which Japan builds its decision over debt cancellation and what aspects are carefully considered when doing so.

### 3 Structural understanding of the effects and implementation of monitoring

Debt cancellation does not possess a measure of its own to analyze and monitor its effects. Therefore, it is recommended that certain indicators are prepared to observe its effect so as to help understanding the developmental effects provided to the given recipient. Moreover, to prevent habitual default on the part of the debtors, it would also be useful to identify the reasons why the debtor country had accumulated its debt to an unsustainable level. It must be emphasized that solving the fundamental problem, underlying debt cancellation is just as important.

### 4 Establishing a mechanism to ensure the recipients' commitment to poverty reduction expenditure

Debt cancellation is a distinct form of aid in that it demands the debtors to commit to certain reform measures as an exchange to the debt treatment. If debt cancellation is to be defined as a form of development assistance, its expected effect materializes only after the newly formed financial surplus is used for poverty reduction. This is when a financial effect is translated to a developmental effect. However, it is difficult to actually prove this supposed cause-and-effect relationship. Therefore if debt cancellation continues to be

conducted as a part of ODA policy, it is recommended that Japan, together with other donors, establishes an innovative effective mechanism to encourage the recipient to commit to poverty reduction expenditure.

#### Examples of Response Measures to Recommendations

- Matters pointed out in the recommendations will be described in the White Paper on Development Cooperation 2016 and on the MOFA website in order for MOFA to fulfil its accountability to its people more courteously.
- Japan will consider response to the matters pointed out through effectively utilizing existing activities (IMF Article IV Consultation,\* debt sustainability analysis, formulation of poverty reduction strategies) by international financial institutions such as the IMF and the World Bank.

\* IMF Article IV Consultation: Based on Article IV of the IMF's Articles of Agreement, the IMF and member countries carry out comprehensive consultations on the economic policies of the relevant countries each year.

## Evaluation of the Feedback Mechanism of Japan's ODA

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•Consultant: OPMAC Corporation

Period of the Evaluation Study: November 2015 – March 2016

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### Background, Objectives, and Scope of the Evaluation

MOFA has conducted ODA evaluations for its policies and programs, implemented under the high-level policies such as the ODA Charter, for more than 30 years since its inception of the ODA evaluation system at the policy level in 1981. In order to improve ODA management and strengthen accountability to the public, both of which are the objectives of ODA evaluation at the policy level, it is important to establish a feedback mechanism in which the evaluation results are fed back to the formulation and implementation of the ODA policies (hereinafter referred to as the “PDCA cycle” since it is commonly called as such in Japan by taking the first letter of the following words: P (Plan), D (Do (meaning “Implementation”)), C (Check (meaning “Evaluation”)), and A (Act (meaning “Improvement”))). Thus, this evaluation study has been conducted to propose recommendations that would contribute to the improvement of the PDCA cycle at the policy level of Japan's ODA, with a focus on the C phase (evaluation). The target of the evaluation is to assess the ODA evaluation system at the policy level conducted by the ODA Evaluation Division of MOFA. The evaluation team conducted detailed analysis on 42 ODA evaluations, which were conducted between FY2010 and FY2014.

### Summary of the Evaluation Results

The ODA evaluations at the policy level are largely considered to be conducted appropriately in terms of accountability. However, with a view to derive evaluation results and recommendations which can provide feedback to policies, there were some cases where the quantitative analyses were insufficient and the evidences used in the evaluation analyses were not adequately shown. Developing a multi-tiered feedback mechanism is required to reflect the evaluation results into the improvement of ongoing policies as well as the formulation of subsequent policies. Thus, there is a need to redefine the status and role of the ODA evaluation, that is on which issue the policy-level ODA evaluations should focus on and how the evaluation results should be utilized, and there is also a need to improve the timing, scope, and analytical method of evaluation as well as the feedback system of the evaluation results.

#### (1) Appropriateness of the ODA Evaluation System in the PDCA Cycle

The appropriateness of MOFA's ODA evaluation structure (to conduct policy-level evaluations) and the appropriateness of JICA's ODA evaluation structure (to conduct project-level

evaluations) were evaluated. In addition, for comparison, the structures for ODA evaluation in other donor countries were analyzed.

MOFA's ODA evaluations, which are conducted by third-party evaluators, are appropriate in terms of accountability and are also useful since they show the analyses and recommendations which are difficult to obtain by internal evaluations. On the other hand, the analyses and evaluations from the diplomatic viewpoints are limited in scope since they are based on publicly available information. The design and framework of the ODA evaluation have been described in the ODA Evaluation Guidelines and measures have been taken in the Guidelines to standardize the evaluation framework and ensure the quality of the evaluation results to some extent, and to make evaluation results easy to understand. For JICA's project-level evaluations, ex-ante evaluations and monitoring are conducted basically as self evaluations, whereas external third-party evaluations are conducted for some projects for ex-post evaluations. The evaluation designs are stipulated in the “JICA Guideline for Project Evaluation” and the “JICA Handbook for Project Evaluation,” and thus the content of evaluation and quality are standardized.

#### (2) Appropriateness of the Policy-level ODA Evaluations in the PDCA Cycle

In this chapter, the appropriateness of evaluation results of the policy-level ODA evaluations of MOFA and its recommendations driven from the evaluations results were reviewed. In MOFA's third-party evaluations ODA policies were evaluated from the “development viewpoints” (“relevance of policies,” “effectiveness of results,” “appropriateness of processes”) and from the “diplomatic viewpoints.” After the review, the evaluation team confirmed that there were variances among the content and quality of evaluation. As for the recommendations, issues are raised based on the analysis, and recommendations are created to address those issues; however, some recommendations are not detailed enough, thus there is room for improvement.

#### (3) Appropriateness of Linkages between the Policy-level PDCA Cycle and the Project-level PDCA Cycle

In Japan's ODA, the D phase of the policy-level PDCA cycle is closely linked with the P phase of the project-level PDCA cycle. A cooperation system which allows the effective and close collaboration between JICA and MOFA has been put in place, especially through the “ODA Task Force” of the partner country. However, since the policy implementation processes and the policy effects require a considerable time to obtain, it is difficult to match the timing between the

project-level PDCA cycle and the C and the A phase of the policy-level PDCA cycle.

#### (4) Appropriateness of the Feedback Mechanism of Evaluation Results in the Policy-level PDCA Cycle

While the response measures to the recommendations of the ODA evaluations at the policy level are planned and implemented by relevant divisions in the International Cooperation Bureau of MOFA, and these response measures and their implementation status are published, there is currently no system to follow up on the implementation status of the medium- and long-term recommendations.

### Recommendations

#### 1 Prioritizing the Objectives and Formulating a Medium-term Evaluation Plan for the Policy-level ODA Evaluations as Third-party Evaluations

To maximize benefits that could be driven from policy-level ODA evaluations conducted by third parties, while there are constraints in time, finance, and human resources, the evaluation team recommends that the main objective of the evaluations would be to “feedback to the formulation of ODA policies,” while refining the scope and items of evaluations and improving the quality, thereby aiming to further improve accountability. The formulation of a medium-term evaluation plan may be an effective measure to raise awareness among the relevant divisions in the International Cooperation Bureau of MOFA of the utilization of evaluation results and to adjust the timing of ODA evaluations at the policy level.

#### 2 Further Improvement in Evaluability and Accountability by Strengthening the Usage of the “Objective Framework”

Formulating an “Objective Framework” at the policy formulation stage and verifying the achievements of policy implementation by evaluators based on the “Objective Framework” can improve evaluability and strengthen accountability for the result performance compared to the plan. This, in turn,

is expected to help improve the quality of recommendations and evaluation results that can help the feedback to ODA policy formulations.

#### 3 Improvement of Verification at the Assistance Program Level in Coordination with JICA’s Operations Evaluations and the Effective Usage of the Evaluation Results

In order to raise the quality and accuracy of assessment and improve the evaluability of the “effectiveness of results” in the policy level ODA evaluation, cooperation between the policy level ODA evaluation and the project-level ODA evaluation is necessary. Therefore, with JICA’s collaboration, it is necessary to effectively utilize the accumulated results of project evaluations conducted by JICA and to improve the verification of the “effectiveness of results” at Japan’s Assistance Program level.

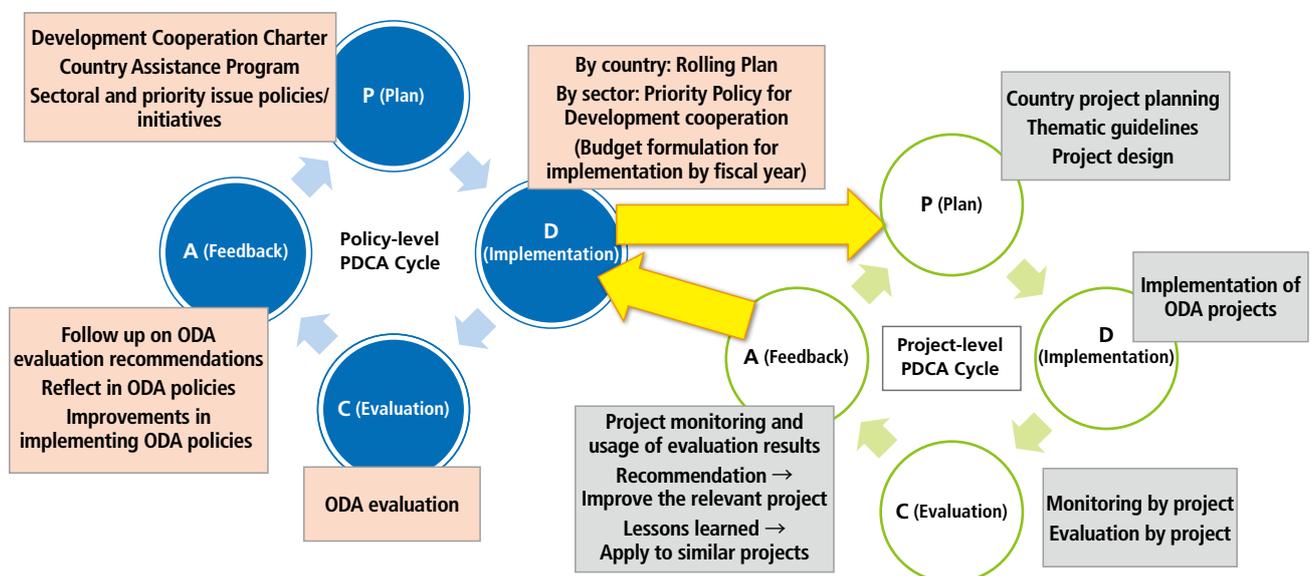
#### 4 Recommendations regarding the ODA Evaluation Guidelines

In the ODA Evaluation Guidelines, it is necessary to indicate more concrete points in the following areas: refinement of the scope and items of the ODA evaluations, clarification of the evaluators’ status and qualifications required for evaluators for third-party evaluations, strengthening the analyses on the “effectiveness of results” based on the “Objective Framework” formulated at the policy formulation stage, standardization of quantitative analyses, improvement in the evaluation from diplomatic viewpoints, and improvement in evaluation quality by diversifying information sources.

#### 3 Strengthening Feedback and Utilization of Recommendations from the Policy-level ODA Evaluations

With the aim of utilizing the evaluation results, the evaluation team recommends to formulate useful reference materials, which summarize the points of concerns extracted from the cross-sectional analyses of the past ODA evaluation results, and to organize feedback seminars that promote the sharing of evaluation results with relevant people.

### Policy-level PDCA Cycle and Project-level PDCA Cycle



### Examples of Response Measures to Recommendations

- Prior to the commencement of the evaluation, the involved actors will hold a meeting and confirm the significance and policies of the evaluation and matters of their interest. On this basis, the ODA Evaluation Division will narrow down the scope and perspective of the evaluation and communicate these points to the evaluation team.
- In the future, in selecting the following year's ODA evaluation studies, the ODA Evaluation Division will make a medium-term evaluation plan covering the next three to five years in addition to the evaluation plan in the following year to ensure better timing to implement evaluation.
- The ODA Evaluation Division will inform the International Cooperation Bureau of MOFA, which draws up the policies, that "logic at the program level is important" and will exchange opinions toward the formulation of the country development cooperation policy (formerly the country assistance policy), in which the link between programs and policies should be recognized, and the formulation of the issued-based assistance policies.
- In the formulation of the new country development cooperation policy and/or its revision, Japan will pay careful attention towards the logical linkage between the Basic Policy of Assistance, Priority Areas, and Development Issues in the same manner as to the present.
- The ODA Evaluation Guidelines 10th Edition describes the needs of the effective use of ex-post evaluations for each project conducted by JICA to perform verifications at the cooperation program level. The ODA Evaluation Division will encourage the evaluation teams to make larger efforts in this area. It will also work to encourage JICA to strengthen evaluations at the program level.
- Based on the matters pointed out in the recommendations, the ODA Evaluation Division of MOFA modified the details of the ODA Evaluation Guidelines and revised this as the 10th Edition.
- The ODA Evaluation Division will utilize the lessons list from the "Review of Japan's ODA Evaluations from FY2003 to 2013" report and create work reference materials that compile points from the results of past ODA evaluations that will serve as references for the formation of future projects. On doing this, the ODA Evaluation Division will be mindful of selecting timely or moment-to-moment highly important policy themes.
- The ODA Evaluation Division will provide feedback on evaluation results to relevant parties of the International Cooperation Bureau on such occasions as the evaluation results report by the chief evaluator to the management side (International Cooperation Bureau executives) and dialogue with JICA on evaluation.
- Taking into account that follow-ups are not performed after the third year from the evaluation among the evaluations conducted within the past five years, the ODA Evaluation Division will create and distribute a paper that compiles the recommendation to which no explicit response measures were taken and the recommendation for which a medium-to-long-term approach is needed. This paper will serve as a reminder of these points to each related division.

## Column

### ODA Evaluation Structures of Other Donors

In the report "Evaluation of the Feedback Mechanism of Japan's ODA," a comparative analysis of the evaluation structures and feedback mechanisms of other donors has been implemented to serve as a reference for formulating recommendations. As some results of the analysis were of deep interest, we will briefly introduce those results here.

The targets of the comparisons among other donors are the United States (United States Department of State, United States Agency for International Development (USAID)), the United Kingdom (Department for International Development (DFID), Independent Commission for Aid Impact (ICAI)), and Germany (Federal Ministry for Economic Cooperation and Development (Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung; BMZ), German Institute for Development Evaluation (Deutsches Evaluierungsinstitut der Entwicklungszusammenarbeit; DEval), while multilateral aid institutions included the World Bank, Asian Development Bank (ADB), and United Nations Development Programme (UNDP).

The analysis was conducted from a variety of perspectives and criteria such as the aims of the evaluations being undertaken by each institution as well as the types of evaluation structures; recent trends in evaluation methodologies; mechanisms for utilizing evaluation results (evaluation results feedback methodologies, recommendation follow-up methodologies, methodologies for reflecting evaluation results in new policies/strategies); whether or not evaluations are conducted from a diplomatic perspective; and the state of the implementation of quantitative analysis.

As a result of this analysis, the evaluation team observed a common trend in evaluation objectives of each donor and international institutions; a trend in shift towards emphasis on learning that involves "placing greater emphasis on evaluation and its basis and utilizing 'learning' from this in strategy formulation and project design to raise effectiveness of development results."

We also learned that a variety of methodologies are being implemented as mechanisms for utilizing evaluation results. These include 1) mandatory usage of evaluation results in country assistance strategy formulation guidelines, 2) participation of evaluation divisions in country assistance strategy formulation processes, 3) follow-ups on the implementation status of measures taken by related divisions to recommendations, and 4) checks on the state of utilization by the board of directors in the case of multilateral aid institutions.

Please access detailed results in the published report Evaluation of the Feedback Mechanism of Japan's ODA (available in Japanese).

OECD-DAC regularly creates a report that summarizes the evaluation structures of each country and international institutions. This report was revised in 2016 and was publicized in September 2016. For details, please access the URL below.

[http://www.oecd-ilibrary.org/development/evaluation-systems-in-development-co-operation\\_9789264262065-en](http://www.oecd-ilibrary.org/development/evaluation-systems-in-development-co-operation_9789264262065-en)

## 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 which meet certain requirements (the disbursement through the scheme in FY2015 amounts to 3.77 billion yen for 97 projects to 56 organizations in 34 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 ensure 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 FY2015, out of 81 projects for which contracts had been signed in FY2011, 25 projects (consisting of 20 organizations in 14 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, 17 projects were rated as "A" (high quality), 7 projects as "B" (acceptable), and 1 project as "C" (low quality).



Association for Aid and Relief, Japan (AAR Japan) in Lao PDR:  
Enhancement of Maternal and Child Health Service in Mountainous Areas of Lao PDR



BHN Association in Myanmar:  
Community Life Environment Improvement and Disaster Reduction Project utilizing Community Addressing System in the Ayeyarwady River Delta



REBORN KYOTO in Rwanda:  
Life Empowerment Project Through Acquiring High Level Clothes Fabrication Skills

## 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)

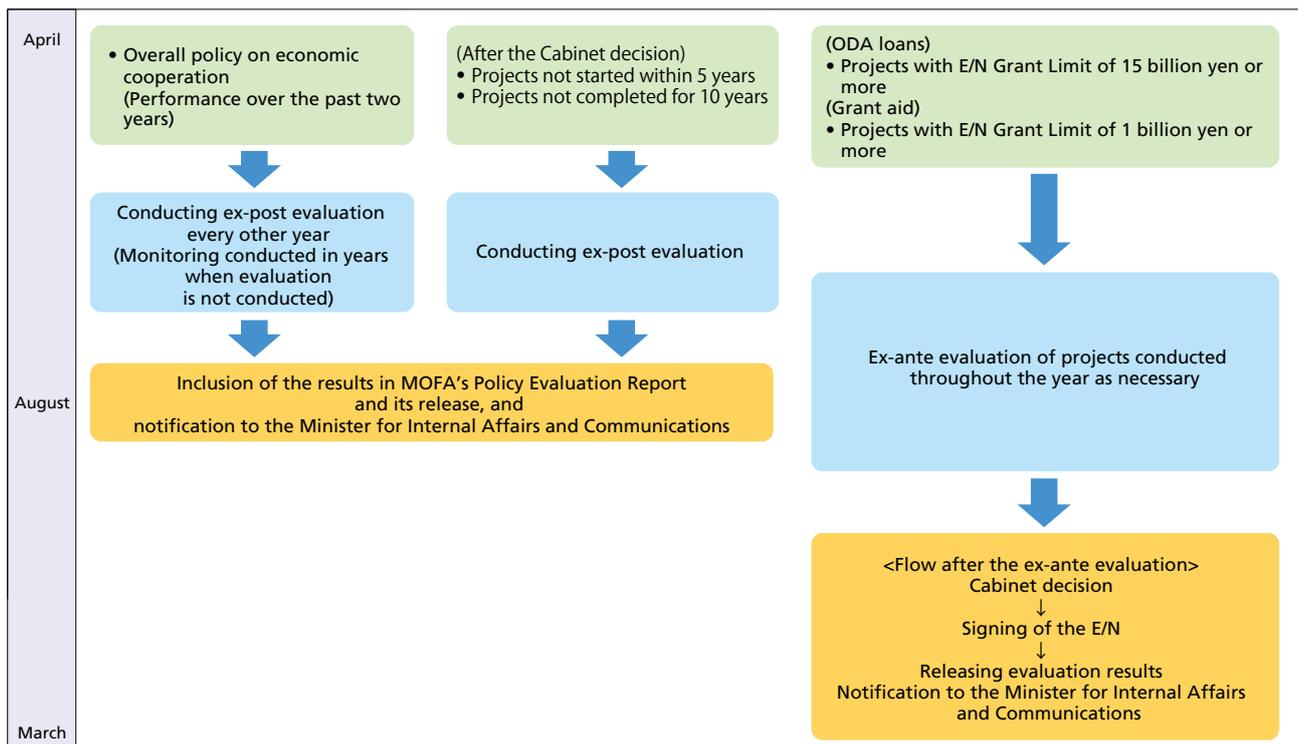
###### (a) Ex-Ante Evaluation

Based on the provisions of Article 9 of the GPEA and Article 3, Paragraph 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 MOFA website after the signing of the Exchange of Notes (E/N). In FY2015, ex-ante evaluations based on the GPEA were conducted on 48 grant aid projects and 40 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 MOFA website and summarized in MOFA's Policy Evaluation Report. In FY2015, ex-post evaluations based on the GPEA were conducted on 17 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.

## 2.3 Evaluations by Other Ministries and Agencies

### Evaluations by Other Ministries and Agencies (FY2015)

Ministries and agencies evaluate ODA policies, programs, and projects in accordance with the Government Policy Evaluations Act (GPEA) in principle. Evaluations of policies, programs and projects performed in FY2015 are as follows. Those marked with a star (★) are summarized in the Japanese version of this report. All evaluations listed below are self-evaluations.

Ministries/ Agencies	Policy/Program/ Project	Title	Evaluation type
Financial Services Agency	Project	★Technical Assistance to Financial Supervisory Authorities in Emerging Market Economies in Asia and Other Economies	GPEA
Ministry of Internal Affairs and Communications	Policy	★Promotion of Global Strategy in the ICT Sector	GPEA
	Project	Contribution to the Universal Postal Union	GPEA
	Project	★Support for the activities of the United Nations Statistical Institute for Asia and the Pacific	GPEA
Ministry of Justice	Program	★Promotion of International Cooperation in Legal Affairs	GPEA
Ministry of Finance	Program	★Assistance through Multilateral Development Banks	GPEA
Ministry of Education, Culture, Sports, Science and Technology	Program	Dissemination of Japanese Culture and Promotion of International Cultural Exchange	Others
	Program	★Promotion of International Exchange	Others
		Promotion of International Cooperation	Others
Ministry of Health, Labour and Welfare	Program	★Promoting Participation in and Cooperation to Activities of International Organizations: Contribution to Technical Cooperation Projects toward Realization of Decent Work Conducted by the International Labour Organization (ILO)	GPEA
	Program	Voluntary contribution to WHO; contribution to UNAIDS	GPEA
Ministry of Agriculture, Forestry and Fisheries	Policy	★Establishment of Comprehensive Food Security	GPEA
	Program	★Promotion of Sustainable Forest Management in Developing Countries under International Cooperation	GPEA
Ministry of Economy, Trade and Industry	Program	★Support to overseas markets development	GPEA
Ministry of Land, Infrastructure, Transport and Tourism	Policy	★Promoting International Cooperation and Coordination	GPEA
Ministry of the Environment	Project	Support of Fluorocarbon Management in Developing Countries	GPEA
	Program	The Joint Crediting Mechanism (JCM)	GPEA/others
	Project	Technical Assistance for Measures against Asbestos in Asian Countries	Others
	Project	Promotion for Improvement of International Water Environment	GPEA
	Project	Low Carbon/Recycle Oriented Society Building Reinforcement Program	GPEA
	Policy	Promotion of International Environmental Cooperation	Others
	Program	★Promotion of Co-benefits Approach for Greenhouse Gas Reduction and Pollution Control in Asia	GPEA
	Program	Contribution to UNEP Regional Office for Asia and the Pacific (ROAP)	Others
	Program	Contribution to Global Adaptation Network (GAN)/Asian Pacific Adaptation Network	Others
	Program	Contribution for Promotion of the 3Rs in Asia	GPEA
	Project	Membership Dues for International Union for Conservation of Nature and Natural Resources	GPEA/others
	Project	Membership Dues for Wetlands International	GPEA/others
	Project	Contribution to International Union for Conservation of Nature and Natural Resources	GPEA/others
	Project	Fund of the United Nations Environment Programme	GPEA/others
Project	Technical Cooperation Trust Fund for the Establishment of the International Environment Technology Centre in Japan	GPEA/others	

In the table, “GPEA” refers to evaluation based on GPEA, “Others” refers to other types of evaluation, and “GPEA/others” refers to evaluation based on GPEA and other types of evaluation.

### Overview of Evaluation

JICA evaluates individual projects of technical cooperation, ODA loans, and grant aid (implemented by JICA) using a common framework (project-level evaluation). In addition to project-level evaluation, JICA evaluates and analyzes multiple projects from comprehensive and cross-sectoral perspectives (thematic evaluation).

In conducting evaluations, JICA not only promotes the utilization (feedback) of evaluation results, but also makes efforts to ensure accountability by increasing the objectivity and transparency of evaluations and disclosing evaluation results.

### Evaluation through Common Framework

JICA aims to conduct evaluation based on coherent methodologies and to utilize the evaluation results. Considering the characteristics of each ODA scheme (technical cooperation, ODA loans, and grant aid) as well as the implementation period and the timeframe for expected results, JICA monitors and evaluates each stage of the individual projects (pre-implementation, implementation, post-implementation, and feedback) in line with the PDCA cycle, adopting a standard evaluation framework.

In addition, JICA is committed to releasing clear and coherent evaluation results by using the five DAC Criteria established by the OECD-DAC (Chapter 1, p. 7), and by adopting a rating system for external ex-post evaluation.

### Ensuring Objectivity and Transparency

For verifying project outcomes from an objective perspective, JICA's ex-post evaluation includes evaluation by third-party evaluators (external evaluation) according to project size.

To improve the quality of evaluations, enhance feedback, and ensure accountability related to evaluation, JICA

established the Advisory Committee on Evaluation, consisting of external experts, and receives advice on the evaluation system, structure, and methodology.

Furthermore, JICA makes its evaluation results available on its website. This provides the public with easier access to information on evaluation, as well as to those engaged in project design, planning, implementation, and monitoring and evaluation. (JICA's evaluation page: [http://www.jica.go.jp/english/our\\_work/evaluation/index.html](http://www.jica.go.jp/english/our_work/evaluation/index.html))

### Emphasizing Utilization of Evaluation Results

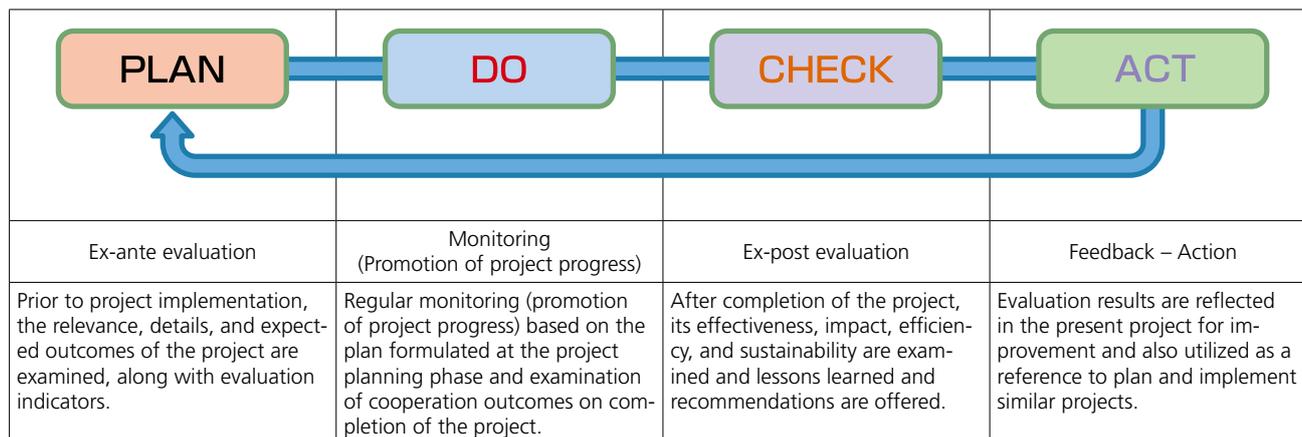
JICA's operations evaluations have a feedback function to reflect the results in the planning and implementation of similar projects in order to improve the quality of these projects. Specifically, in conducting an ex-ante evaluation prior to the commencement of a new project, the division in charge of the project refers to and utilizes the lessons learned from the ex-post evaluations of similar past projects and other sources.

In order to summarize lessons learned information into a format that can be more easily used, a thematic evaluation in FY2015 identified highly practical and generalized lessons



A hearing with a counterpart from the "Reinforcement of the Integral System of Rehabilitation with Community Participation in Brunca Region of Republic of Costa Rica, with focus on Human Security Project" (internal ex-post evaluation)

PDCA Cycle and Evaluation and Monitoring at Each Stage



\*May not apply depending on the scheme and size of the cooperation.

learned (knowledge lessons) in four sectors.

In addition, Standard Indicator References are developed sequentially in key sectors and issues in order to indicate project outputs and outcomes in an objective, quantitative, and clear manner.

The use of the above-mentioned measures is expected to improve quality at the project planning and implementation stages.

### Ex-Post Evaluation for Verifying Outcomes after Project Completion

In FY2014, JICA commenced 100 external evaluations (in principle, ex-post evaluations of projects with contributions of 1 billion yen or more) and summarized its results in FY2015. In the external evaluation, to present evaluation results clearly, the results are rated on a four-level scale. The overall ratings results were as follows: 29 projects (30%) were A (highly satisfactory); 36 projects (38%) were B (satisfactory); 21 projects (22%) were C (partially satisfactory); and 10 projects (10%) were D (unsatisfactory).\* Rating A and B together comprise approximately 70% of all projects, which shows that the expected results have generally been achieved.

Although rating is useful as a means of indicating an overview of the evaluation results, it does not take into account the difficulty of the projects. Thus, it does not reflect all aspects of implementation for development projects.

Additionally, JICA conducted 61 internal evaluations (ex-post evaluations of projects with contributions of over 200 million yen and under 1 billion yen) whereby JICA's overseas offices are the primary evaluators, and summarized its results in FY2015. The overall evaluation of the above projects indicates that generally over half of the projects achieved their expected results.

The results of all of these ex-post evaluations were provided as feedback for JICA staff and stakeholders in

developing countries and are available on JICA's website.

(Results of ex-post evaluations: [http://www.jica.go.jp/english/our\\_work/evaluation/tech\\_and\\_grant/project/ex\\_post/about.html](http://www.jica.go.jp/english/our_work/evaluation/tech_and_grant/project/ex_post/about.html))

\* A trial ex-post evaluation was implemented for Development Policy Operations and they are not subject to rating.

### Thematic Evaluation: Cross-Sectoral and Comprehensive Evaluation

JICA conducts thematic evaluations to assess and analyze multiple projects from comprehensive and cross-sectoral perspectives, or to evaluate projects based on a specific development issue or assistance scheme. Thematic evaluation is conducted by selecting projects according to a specified theme and analyzing them from perspectives that differ from individual project evaluations, with the aim of deriving recommendations and lessons learned which can be used across projects. The thematic evaluation in FY2014, A Cross-Sectoral Analysis of Lessons Learned (Extraction of Knowledge Lessons), aimed to identify and systematize practical and universal lessons by reviewing previous cooperation projects in the following four sectors: waste management, sewage management, local administration, and peace building. This was an initiative for promoting the utilization of evaluation results recommended by the "Analysis on the improvement of management system for utilizing lessons learned in PDCA Cycle," which was the thematic evaluation in FY2013.

In recent years, JICA also carries out impact evaluations, which are currently promoted internationally. It is an evaluation approach which makes use of statistical and econometric methods to assess the changes brought about in the targeted society by specific measures, projects, or development models in order to improve and solve development issues.



A control tower constructed by the "Rehabilitation and Improvement Project of Jakarta Fishing Port" (external ex-post evaluation)



A borehole with foot pumps constructed by the "Water Supply Project in the Southern Region in the Islamic Republic of Mauritania" (external ex-post evaluation)

# Joint Evaluation of Japan's ODA to the Disaster Risk Reduction and Management (DRRM) Sector in the Republic of the Philippines

Evaluators: (1) National Economic and Development Authority (NEDA) (2) Embassy of Japan in the Philippines (EOJ)  
(3) Rey Gerona (Independent Consultant)

Evaluation Period: January 13 – March 31, 2016

## Background and Objectives

### (1) Background

With common experiences on natural disasters, Japan has been assisting the Philippines to reduce and manage disaster risks by implementing programs and projects through Japan's ODA. With Japan's assistance efforts, and in light of the forthcoming preparation for the new six-year development plan of the Philippines, NEDA and the EOJ have jointly conducted a review of Japan's ODA in the disaster risk reduction and management (DRRM) sector in the Philippines.

### (2) Evaluation Objectives

The objective of the evaluation is to review Japan's ODA in the DRRM sector in the Philippines by: (1) collecting information about DRRM efforts of the Government of the Philippines; (2) obtaining lessons from DRRM-related projects supported by Japan's ODA; and (3) formulating recommendations for Japan's future assistance policies in the Philippines.

### (3) Evaluation Target

The Evaluation Team selected two loan projects and two grant aid projects among Japan's ODA in the DRRM sector of the Philippines from FY2005 to FY2014. The selected projects are different from each other in terms of the implementing agency and location with the expectation that these representative sample projects can provide an outline of Japan's ODA projects on DRRM. The projects are listed below:

[ODA Loans]

1. Iloilo Flood Control Project Phase II (IFCP II)
2. Post Ondoy and Pepeng Short-term Infrastructure Rehabilitation Project (POPSTIRP)

[Grant Aid]

1. Project for Improvement of the Meteorological Radar System
2. Project for Evacuation Shelter Construction in Disaster Vulnerable Areas in the Province of Albay

The Evaluation Team also took into account the important benefits from the combination of different schemes of Japan's ODA.

### (4) Evaluation Methodology

The evaluation was conducted with reference to the ODA Evaluation Guidelines 8th Edition (May 2013) and the Guidelines for the Partner Country-led Evaluations prepared

by the ODA Evaluation Division of MOFA.

Japan's assistance in the DRRM sector in the Philippines is evaluated from the perspectives of (1) relevance of policies, (2) effectiveness of results, and (3) appropriateness of processes. The evaluation used three main methods in gathering data, which are (1) secondary data collection and review, (2) key informant interviews, and (3) project site visits, which include on-site interviews and direct observations on the outputs, outcomes, and impacts of Japan's ODA to the DRRM sector.

## Evaluation Results

### (a) Relevance of Policies:

Japan's DRRM experiences, knowledge, and technological capability have been widely disseminated and utilized in the Philippines. Over the last decade, Japan's ODA has been encouraging Japanese NGOs, universities, local governments, and even Japanese small and medium-size enterprises in the private sector to help develop DRRM human resources and infrastructure of the Philippines. Involving the Japanese private sector, NGOs, universities, and local governments in Japan's international cooperation on DRR through Japan's ODA does not only benefit the Philippines but may also contribute to revitalizing Japan's economy.

The assistance policy of Japan's ODA towards the DRRM sector in the Philippines is also consistent with the disaster risk reduction (DRR) assistance policies and priorities of other donors, which are in line with the Hyogo Framework of Action and the Sendai Framework of Action. The contents of Japan's Country Assistance Policy for the Philippines' DRRM are highly complementary with other donors' assistance priorities in disaster risk mitigation and management that covers institution building, human resource development, economic and social infrastructure development, and reconstruction of livelihoods of disaster victims.

### (b) Effectiveness of Results:

Although Japan's ODA to the Philippines has declined, the financial assistance of Japan's ODA to the DRRM sector in the Philippines has increased as Japan continuously disbursed its commitments to the DRR global initiatives, which was collectively agreed upon during World Conferences on DRR. Japan's ODA inputs to the case projects of this study had been sufficient to produce expected outputs and sustain positive results of those outputs to the targeted population and regions of the Philippines.

In the Philippines, the sustained utilization of Japan's ODA outputs by the beneficiaries is attributed to the

follow-through technical cooperation projects after economic infrastructure facilities and equipment are established, and this shows how Japan's ODA maximized the achievements of expected outputs at different levels by combining technical and financial assistance and by mobilizing Japanese resources including private sector and NGOs for DRRM activities in the international development arena.

The outcomes caused by effectively producing the outputs of Japan's ODA projects in the Philippines have been tremendous at different levels. For example, the weather observation radar systems in Virac, Aparri, and Guiuan improved by Japan's grant aid starting in 2009 had since then advanced the capability of Filipino forecasters in accurately determining directions and landfalls of storms and the amount of rainfall in specific areas, thus making timely and appropriate public warnings now possible. As a result, people's trust and confidence in the government's weather forecasting and warning capability had been kept at a high level from very low levels 30 or 40 years ago, thus the impacts attained by Japan's ODA on the DRRM sector in the Philippines have been remarkable.

### (c) Appropriateness of Processes:

In the Philippines, climate change adaptation and disaster risk reduction are clearly delineated between the central government and local governments through the enactment of national laws on climate change and on DRRM.

The Embassy of Japan and JICA are continuously making efforts to intensify coordination not only with Philippine government agencies but also with other providers of development cooperation. This is done for the purpose of maximizing the utilization of results of ODA resources by Philippine recipient organizations. Further, JICA is also making efforts to connect new and pipelined projects to previously implemented DRR-related projects.

## Recommendations

### 1 Continue to focus assistance policy at enabling the Philippines to mitigate and manage disaster risks.

Towards this goal, the Evaluation Team recommends that Japan's ODA to the DRRM sector in the Philippines continues to prioritize assistance in the fields where Japan has comparative advantages such as: (i) institution building, (ii) human resource development, (iii) economic and social infrastructure development, and (iv) reconstruction of livelihoods of disaster victims.

### 2 Make Japan's ODA projects DRR-sensitive and inclusive.

Most projects supported by Japan's ODA in the Philippines have incorporated or included aspects of poverty alleviation, environment, women, and other social considerations. In the same manner, the Evaluation Team recommends to include in future projects of Japan's ODA, considerations or features on disaster risk reduction and resiliency in consultation with

relevant stakeholders to ensure their participation during project planning and implementation.

### 3 Continue to strengthen the complementation of technical cooperation projects and ODA loan/grant aid projects.

Sustained utilization of facilities built and equipment provided by Japan's ODA loan and grant aid projects are enhanced by implementing follow-through assistance that further develops human resources and institutional capacities of implementing agencies, especially in reconstructing people's livelihoods after disasters. The Evaluation Team recommends that the planning and designing of Japan's ODA continue to complement technical cooperation-related projects and ODA loan or grant aid-supported projects for improved sustainability and better outcomes.

### 4 Present and pipelined projects must be linked to past related projects.

Many of the old facilities built by Japan's ODA loan and grant aid programs are still used by several government agencies. In order to maximize Japan's ODA impacts, the Evaluation Team recommends that future DRR projects be linked or take into account useful lessons from the experiences of past projects.

### 5 Pursue collaborative projects with other providers of development cooperation in the Philippine DRRM sector.

The Evaluation Team recommends that Japan's ODA initiates project formulation processes that encourage collaboration with other providers of development cooperation in the DRRM sector, not only for resource complementation and better synergy but also for promoting Japan's DRRM concepts, technologies, and practices in the international development spectrum.

### 6 Encourage more active participation of the Philippine government oversight agencies in designing, planning, financing, monitoring, and evaluating Japan's ODA in the DRRM sector.

The Evaluation Team recommends that concerned government agencies be encouraged to actively participate in project formulation, implementation monitoring, and project evaluation activities performed by JICA to enhance project accountability and local ownership.

### Joint evaluation held between NEDA and the Embassy of Japan:

This evaluation has been jointly conducted by NEDA and Japan, as part of the Partner Country-led Evaluation, with the cooperation of an independent consultant. Joint evaluations of the past have been generally performed by donor countries, hence recipient countries were the end-users of these evaluations. This evaluation was positioned as an evaluation between the donor and the partner country for the objective of learning from each country's experience in the DRRM sector. This process of learning has been emphasized recently by OECD-DAC.

## NEDA Impressions

National Economic and Development Authority (NEDA)

The Joint Evaluation on Japan's Official Development Assistance (ODA) to the Disaster Risk Reduction and Management (DRRM) Sector in the Republic of the Philippines, conducted by the Government of Japan - MOFA through the Embassy of Japan in the Philippines (EOJ), in partnership with the Government of the Philippines (GPH) through the National Economic and Development Authority (NEDA), has provided a learning opportunity for the GPH to conduct and to manage policy-level/process type of evaluation. The joint activity is a timely endeavour between the two governments insofar as it complemented the GPH's need for purposive conduct of evaluations in the public sector supporting accountability and learning.

The NEDA - Monitoring and Evaluation Staff (MES) is the lead monitoring and evaluation (M&E) oversight unit of the GPH especially on the implementation of ODA programs and projects. NEDA - MES participation in the Joint Evaluation complemented the roles of the EOJ and the consultant, from planning to implementation of the evaluation study. At the outset, NEDA - MES was involved in the formulation of the evaluation design and for scoping out possible qualified local consultants/firms to undertake the evaluation. Together with the EOJ, NEDA - MES participated in the finalization of the evaluation framework and scope (including the Projects to be covered).

NEDA - MES assisted the EOJ and the consultant in coordinating the implementation of the evaluation study. More specifically, the NEDA - MES technical staff were able to participate in interviews with the implementing agencies and other government agencies, data gathering, and project visits. Further, they also drafted some sections and provided inputs and comments to the Final Report. Through these activities, NEDA gained further understanding of Japan's assistance to Philippines particularly on the MOFA and Japan International Cooperation Agency (JICA) processes, as well as the ground-level, first-hand information on the operations of assisted projects.

The GPH has yet to develop systems on policy-level/process type of evaluation. While the Joint Study may be one-time and short-term, it provided hands-on learning on how to conduct policy/process evaluations.

The techniques and methods from the ODA Evaluation Division of MOFA to NEDA are possible learning points which could be seriously considered should GPH undertake these types of evaluation in the future. The joint exercise further complemented the GPH experience drawn from previous project-specific, ex-post evaluations conducted by the JICA in the Philippines.

In the conduct of future Joint Evaluations, it is recommended that clearer delineation of responsibilities among the evaluators be defined at the onset in case different evaluation findings emerge among the EOJ and partner-country representatives, and the consultant. The technical expert/consultant should already be engaged during the crafting of the evaluation framework. In addition, it would be beneficial and helpful to present the study findings to a larger audience, to include the implementing agencies as well as sector experts, to disseminate lessons learned derived by the studies and in coming up with more robust and actionable recommendations.

The Joint Evaluation was conducted in parallel with a similar study by JICA involving the formulation of the JICA DRMM Cooperation Strategy. In such a situation, closer coordination between the two governments and the involved parties is necessary to ensure complementation of both studies as these will serve as resource documents in drafting future assistance strategies.

Overall, the GPH has benefited from this Joint Evaluation in terms of learning by doing a policy-level/process type of evaluation that was able to assess the effectiveness of interventions under the particular policy-setting when the projects were designed and implemented.



Hearing of NEDA - MES

# Chapter 3

## Follow-up Efforts on FY2014 Evaluation Results

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-From FY2014 ODA Evaluation-	

## 3.1 Country Assistance Evaluations

MOFA develops response measures to recommendations obtained from the third-party evaluations, and follows up on the status of the implementation of such measures. Chapter 3 describes the status of the measures taken in response to the main recommendations obtained from the third-party evaluations in FY2014 (as of July 2016). A summary of each evaluation report is available on the MOFA website (<http://www.mofa.go.jp/policy/oda/evaluation/year/index.html#2015>).

### Evaluation of Japan's Assistance for the Mekong Region

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

##### Recommendations

The relationship between Japan and the Mekong Region will be further strengthened by providing consistent assistance to the Mekong Region. Comprehensive regional development plan and priority projects should be formed for the purpose of assisting the region as a whole.



##### Status of Follow-up Efforts

- The “New Tokyo Strategy 2015 for Mekong-Japan Cooperation” (MJC 2015) was adopted at the Seventh Mekong-Japan Summit Meeting in July 2015 and the Action Plan was issued at the Eighth Mekong-Japan Foreign Ministers’ Meeting in August 2015. Both “hard” and “soft” assistance will be provided continuously for improving regional connectivity, focusing on the development of the East-West and Southern Economic Corridors.

#### 2 Continued Assistance for Infrastructure Development and Institutional Development

##### Recommendations

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. Given that each corridor is different in its nature, the types of materials and products that will be transported over roads and bridges should be identified.



##### Status of Follow-up Efforts

- 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. In 2016, assistance has been provided for regional connectivity through implementing ODA loans (e.g. Lach Huyen Port Infrastructure Construction Project (Port) (III)) and grant aid (e.g. The Project for Reconstruction of the Bridges on the National Road No.9) as well as various types of technical cooperation. In May 2016, the Minister for Foreign Affairs visited four Mekong region countries and announced the “Japan-Mekong Connectivity Initiative” for further strengthening institutional connectivity and human connectivity to sufficiently utilize physical connectivity. This scheme was officially launched at the Eighth Mekong-Japan Foreign Ministers’ Meeting in July 2016.

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

##### Recommendations

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



##### Status of Follow-up Efforts

- In the same manner as cooperation in The Project for Capacity Development on Container Terminal Management and Operation in Sihanoukville Port, for Cambodia, efforts are being made to develop human resources with capabilities in operation and maintenance management through technical cooperation incidental to infrastructure development by ODA loans with an awareness of providing comprehensive assistance. Moreover, in November 2015 Prime Minister Abe announced the Industrial Human Resource Development Cooperation Initiative and efforts have been commenced to further promote the development of industrial human resources who can carry out infrastructure development and establish and sophisticate key industries.

## Country Assistance Evaluation of Pakistan

### 1 Emphasizing comparative advantages of Japanese assistance in the ODA policies for Pakistan

#### Recommendations

It will be important to continue assistance based on the medium- and long-term development plans of Pakistan. Japan's ODA is characterized by careful attention to human resource development and detailed support over the long term. Going forward, Japan should continue to maintain the principles of ODA policies that give consideration to further enhancement of the quality of assistance.



#### Status of Follow-up Efforts

- Considering consistency with long-term development plan “Vision 2025” and other plans of the Government of Pakistan, and taking into account Japan's foreign and ODA policies and the requests from the Government of Pakistan, Japan plans to revise the country development cooperation policy (formerly the country assistance policy). In the process of formulation of programs and projects, Japan will promote effective collaboration in cooperative schemes. Japan also enhances synergies and improvement of the quality of assistance among ODA loans, grant aid, and technical cooperation in electric power infrastructure enhancement cooperative programs.

### 2 Continuing assistance in terms of the approach of selection and concentration, based on the priority areas in the Country Assistance Policy

#### Recommendations

In order to enhance effectiveness of Japanese Assistance with allocated budget for Pakistan, 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 in the Country Assistance Policy, “improvement of economic infrastructures,” “ensuring human security and improvement of social infrastructure” and “stabilization of areas including the border regions and assistance for balanced development.”



#### Status of Follow-up Efforts

- Under close collaboration between MOFA and JICA, Japan is promoting selectivity and prioritization of assistance. For example, Japan has established seven programs according to the three priority areas stated in the Country Assistance Policy, considering priority areas of the Government of Pakistan. In the health program, which is one of these programs, Japan provides effective assistance through ODA loans, grant aid, and technical cooperation, focusing on the area of infectious disease especially for polio eradication.

### 3 Streamlining and accelerating the process of project formulation and selection for assistance to Pakistan

#### Recommendations

In order to provide timely assistance that Pakistan expects from Japan, promoting effective decision-making in the process of formulating and selecting projects, with enhanced cooperation of the Pakistan side is needed.



#### Status of Follow-up Efforts

- Japan is making efforts to understand the needs of Pakistan through explaining Japan's priority areas and ODA provision process in the daily communication with the Pakistan side. In the consultations of individual projects, Japan is inviting not only the implementing agencies but also the focal point organization on Japanese ODA of the Pakistan side, as necessary, in order to increase the efficiency of project selection procedures and of decision-making, which leads to the smooth implementation of projects.

## Country Assistance Evaluation of Kenya

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

#### Recommendations

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, should concretely state Japan’s approach of assistance to Kenya based on this principle, and should facilitate the achievement of the larger policy goals, directly or indirectly.



#### Status of Follow-up Efforts

- The Country Assistance Policy for Kenya is formulated based on Kenya’s long-term development strategy “Vision 2030” and Japan is providing assistance toward the five priority areas of “economic infrastructure development,” “agricultural development,” “environmental protection,” “human resource development,” and “healthcare.” Japan has been identifying Kenya’s development issues and assistance needs through needs surveys and policy consultations and plans to continue these consultations, once every year from the Japanese fiscal year 2016 onwards.

### 2 Security leadership for considerations for social environment for infrastructure development projects

#### Recommendations

Along with the escalation of infrastructure development in Kenya, Kenyan society concerns invariable accidents that occur during construction and after completion. Involving the emerging donors, Japan should take 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.



#### Status of Follow-up Efforts

- In the field of economic infrastructure development, Japan has implemented representative projects in Kenya, including port development through ODA loans and urban road construction through grant aid, in terms of ensuring safety and making social environment considerations during the construction work process. After the completion of facilities, Japan also provides institution building assistance for road maintenance and management through technical cooperation in conjunction with the project and plans to continue providing support in this field in fiscal 2016 and beyond.

### 3 Improving public relations to Kenyan citizens for Japan’s ODA to Kenya

#### Recommendations

The recognition of Japan’s ODA to Kenyan citizens seems not sufficient, as direct assistance towards the Kenyan citizens is limited. In order to improve this situation, the Government of Japan needs to clarify its principle to contribute Kenya’s important development agenda and forge a public relations strategy that clearly appeals to important development challenges of the Kenyan society based on this principle.



#### Status of Follow-up Efforts

- Japan’s ambassador and minister-counselor have attended signing ceremonies and completion ceremonies pertaining to ODA loans and grant aid (including Grant Assistance for Grassroots Human Security Projects) and Japan is implementing wide-ranging public relations activities such as TV and newspaper-related activities that include media interviews.
- Japan held local press tours in conjunction with the convening of TICAD VI, the first TICAD to be held in Africa in 2016. In addition to the publications of numerous related articles, Japan implemented proactive public relations through efforts including the invitation of local journalists and TV crews to Japan.

## Evaluation of Cooperation for Legal and Judicial Reform

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

#### Recommendations

A platform should be established in the Government of Japan at the highest level possible to hold discussions more frequently than the revision cycle of the “Basic Policy on Assistance for Development of the Legal System” in order to review cooperation for legal and judicial reform and to actively develop related policies.



#### Status of Follow-up Efforts

- Japan is sharing the implementation status of cooperation for legal and judicial reform and striving for collaboration among related institutions at venues 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.”

### 2 Strengthening promotional activities for better access to the justice and judicial systems

#### Recommendations

It is indispensable to strive to get the legal and judicial system across the public of recipient countries by active dissemination through the media of recipient countries.



#### Status of Follow-up Efforts

- In Mongolia, where Japan has assisted in the nationwide introduction of an arbitration system, Japan promoted and spread the system using TV programs and *manga* (comics).  
In Cambodia, where Japan has assisted in the establishment of civil laws and regulations, Japan also strengthened promotional activities for better access to the legal and judicial system, including activities to promote laws and regulations (Prakas on Matrimonial Property Contract Registration Procedure) via TV and radio programs targeting the public.

### 3 Strengthening partnerships with other donors and international organizations

#### Recommendations

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 the lead in donors’ cooperation in the area.



#### Status of Follow-up Efforts

- JICA and other institutions attend the conference of Law, Justice and Development Week organized by the World Bank and disseminate information about initiatives and characteristics of Japan’s assistance for legal and judicial reform. In addition, Japan strives to proactively explain its assistance for legal and judicial reform, strengthen collaboration, and raise its presence at venues for individual consultations with other donors, such as the United States Agency for International Development (USAID), Agence Française de Développement (AFD), and United Nations Office on Drugs and Crime (UNODC). Furthermore, Japan actively participates in donors’ meetings at the field level and works to avoid duplication and promote collaboration.



A comic introducing the arbitration system in Mongolia (picture provided by JICA)



A session of Law, Justice and Development Week (picture provided by JICA)

# Evaluation of Humanitarian Assistance in Case of Emergency

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

### Recommendations

It is necessary that the Japanese government sufficiently recognize the importance of initial assessment\* and satisfy its functions.

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



### Status of Follow-up Efforts

- When enormous damages are anticipated upon occurrence of disasters, research assessment teams composed of officials from MOFA, JICA and relevant agencies and ministries are quickly dispatched when necessary even prior to receiving a request from the government of the country affected by the disaster. Moreover, JICA personnel are also participating in the United Nations Disaster Assessment and Coordination (UNDAC) teams dispatched by the United Nations as part of efforts to enable them to respond quickly after a disaster.

## 2 Conducting Rapid Review\*

### Recommendations

In the emergency response phase, a Rapid Review should be implemented using operational policies designed through the initial assessment as the evaluation criteria.

\* Rapid Review: Whilst there is transition from the emergency assistance phase to the recovery phase, contents of the emergency response activities and its impacts are evaluated, and contents of recovery support which was expected at the stage of initial assessment are reviewed. The evaluation in this context is to review the activities “by observing activity sites, and interviewing disaster victims and those involved,” which is to be conducted promptly after an event.



### Status of Follow-up Efforts

- Efforts are being made as necessary to conduct assessments taking into consideration the recovery phase to ensure implementation of seamless support following the termination of emergency assistance activities. It includes considering the dispatch of experts in related fields as members of the Japan Disaster Relief Team.

## 3 Contribution to common services\* supporting humanitarian assistance activities

### Recommendations

Indirect assistance (supporting coordination mechanism, communication, and transportation) that serves as the foundation for direct assistance activities should be enhanced.

\* Common services: Services in line with emergency response activities, which stakeholders could share common benefits, for example, coordination amongst stakeholders, restoration of communication services, and transportation services.



### Status of Follow-up Efforts

- To implement necessary assistance accurately, Japan actively participates in the International Search and Rescue Advisory Group (INSARAG) for which the UN Office for the Coordination of Humanitarian Affairs (OCHA) serves as secretariat as well as international coordination framework under the World Health Organization (WHO) to share information. Additionally, Japan exchanges opinions with international organizations and other countries. In addition, Japan conducts training to accept other assistance teams at airports.

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

## 1 Regional "Selection and Concentration"

### Recommendations

While financial resources for Japan's ODA become more limited, regional "selection and concentration" such as that already being implemented in Senegal (Tambacounda Region, Kédougou Region) and Ghana (Upper West Region) should be considered together with sectoral/subsectoral "selection and concentration." Regional "selection and concentration" is effective considering (1) the larger weight of health problems in the pertinent region (negative factor on demand) and (2) the absence of other donors (negative factor on supply).



## 2 Contribution to UHC\*1 by a Regional Approach

### Recommendations

The donor 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.



\*1 Universal Health Coverage (UHC) is defined as ensuring that all people can obtain the health services they need without suffering financial hardship.

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

### Recommendations

In this evaluation, it became clear that Japan mainly allocates health-related ODA to neighboring Asian countries. In the future, Japan should collaborate with these Asian countries to which it has provided ODA until now and expand this assistance to African countries with lower health standards and to conflict/post-conflict countries.



### Status of Follow-up Efforts

- The following responses are being made under the "Basic Design for Peace and Health" formulated in September 2015.
    - 1) Items for priority policy issues by region are being established and regional "selection and concentration" is listed.
    - 2) "Partnership with other donors as well as the governments of emerging and developing countries" and "Expand the scope of development cooperation for African and other countries with lower health standards as well as countries that have been rendered vulnerable by conflicts or natural disasters" are described in the Implementation Principles and Arrangements.
  - For some assistance programs, from the perspective of attaining MDGs, Japan is concentrating assistance in geographic regions facing major issues or healthcare facilities serving as hubs (example: Tanzania, etc.). Additionally, Japan is working to spread and expand cooperation results to an even wider range of regions based on UHC promotion policies (example: Kenya, etc.).
  - Japan is actively promoting coordination among donors (although not necessarily sharing regions within one country) and is contributing to the implementation of UHC while promoting role-sharing among donors (example: The Philippines, etc.).
  - The "G7 Ise-Shima Vision for Global Health" announced in May 2016 emphasizes the need for a strengthened international framework for coordination of various initiatives for attaining UHC and supports the establishment of UHC 2030. The Vision calls for collaboration in on-site efforts in recipient countries that are Low Income Countries (LICs) and Lower Middle Income Countries (LMICs). In particular, it devised initiatives for strengthening health systems and promoting UHC that included the formulation and coordination of medium-term national health plans and strengthening policy formulation capacity.
  - At TICAD VI, health was mentioned as one of three pillars and discussions were undertaken regarding the promotion of UHC in the African region and the strengthening of responses to public health emergencies such as the Ebola virus disease. Additionally, "UHC in Africa," cosponsored by the Government of Japan, JICA, the World Bank, WHO and the Global Fund<sup>\*2</sup>, was held. This aims to present a main policy action framework for attaining UHC that is derived from the results of analysis of UHC and to promote the attainment of UHC in the African region by obtaining the understanding of politicians and high-level government officials.
- \*2 The 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.
- Prior to the G7 Summit, the Government of Japan announced it would contribute approximately 1.1 billion US dollars to international health organizations. Most assistance will contribute to solving health problems in conflict/post-conflict African countries with low health standards.

## Review of Grant Aid for Countries with Relatively High Income

### 1 Implementing Assistance through a Multi-faceted Approach

#### Recommendations

Despite increased income there still exist regional and class “inequalities,” which are often correlated with ethnic and racial structures. In spite of increased income, many countries have failed to attain economic take-off. Thus, a multifaceted approach—one of the key features of the “Grant Aid for Countries with Relatively High Income”—that combines the two main issues of “Poverty Reduction” and “Economic and Industrial Development” has important implications.



#### Status of Follow-up Efforts

- When undertaking considerations for the implementation of grant aid projects in countries with relatively high income, MOFA considers the appropriateness of each project individually based on “Effective Use of Grant Aid for Countries with Relatively High Income” (created in April 2016).

In making considerations, MOFA will first consider and determine whether or not grant aid should be provided from the viewpoints of “urgency, swiftness,” or “humanitarian need.” When these criteria are not satisfied, MOFA will carefully examine the significance of implementing individual projects from a variety of perspectives including (1) the project nature, (2) Japan’s foreign policies and (3) circumstances in the recipient developing country, and only implement projects of which a sufficient explanation for implementation of grant aid can be provided and high-level impact is expected.

### 2 Continually implementing effective programs

#### Recommendations

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.



#### Status of Follow-up Efforts

- MOFA records the results of considerations of the appropriateness of each individual project based on the previously mentioned Effective Use of Grant Aid for Countries with Relatively High Income in the Summary Report for the pertinent project and makes this public on its website.
- After completion of the relevant assistance, MOFA carries out an evaluation of the results of this assistance.

### 3 Implementation Standards and Evaluations of Grant Aid Based on Japanese National Interests

#### Recommendations

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.



## Evaluation of the JICA Partnership Program

### 1 Clarify Project Policy Intentions

#### Recommendations

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.



#### Status of Follow-up Efforts

- JICA’s thematic guidelines for “citizen participation” position “Expansion of Persons Involved in International Cooperation” as a key item of the JICA Partnership Program (JPP) (revision planned in FY2016).
- The Application Guide clearly sets forth that “Promoting Understanding and Participation toward Solving Issues facing Developing Countries and Communities in Japan” is one purpose of the program. In particular, as a key focal point of applicant screening for the New Support-Type, emphasis is being placed on a citizen participation perspective (promoting opportunities for understanding and participating in international cooperation, planning of initiatives that enable experience in international cooperation to be fed back to Japanese society, etc.).

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

#### Recommendations

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.

At this time, in addition to ex-ante consulting already being provided at the project design stage, activities necessary for strengthening the capacities of small to medium scale organizations must be integrated as the target of assistance.



#### Status of Follow-up Efforts

- 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. As a result, in FY2015 there were a total of 67 applications for the New Support-Type with 29 applicants selected (compared with 33 and 8, respectively, in FY2014) and a total of 76 applications for the New Partner-Type with 28 applicants selected (compared with 59 and 16, respectively, in FY2014).
- JICA held program system informational sessions throughout Japan 10 times. Also, based on discussions at NGO-JICA conferences and other meetings, JICA reviewed its system for assistance programs to NGOs and others aimed at strengthening the capacity of organizations for the implementation of more effective projects (began application as an activity assistance program for NGOs and other organizations in the first half of FY2016). JICA also convened informational sessions on program management held after programs are selected and provided explanations on project operation management while conducting capacity strengthening as necessary by strengthening project planning consultations for individual projects.

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

#### Recommendations

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 feed back the experiences and knowledge gained through international cooperation.



#### Status of Follow-up Efforts

- The Application Guide for New Partner-Type and New Support-Type projects for FY2015 and beyond stated that proposals that include “Activities that Contribute to Solving Issues in Japan Based on Experiences from Activities in Developing Countries” will be encouraged. As a result, 19 of the 28 New Partner-Type and 8 of the 29 New Support-Type selected in FY2015 made proposals that included the above initiative.

## Feeding Back Evaluation Results to Policies — From FY2014 ODA Evaluation —

The timing of evaluations is also extremely important for reflecting the ODA evaluation results in the next ODA policies and for contributing to the establishment of the PDCA cycle. Therefore, in implementing ODA evaluations, projects to be implemented are determined not only by assistance results of recipient countries and the elapsed period from the previous evaluation but also by considering the creation of Country Development Cooperation Policy, the timing for the new formulation and revision of priority policies for priority issues and the timing for holding key international meetings concerning the relevant sectors.

The country assistance policy of Cuba, for example, was formulated in the process of policy feedback of recommendations of the Country Assistance Evaluation of Cuba. Also, in priority issue evaluations, based on the results of the Evaluation of the Assistance under the Initiative for Disaster Reduction through ODA, the Sendai Cooperation Initiative for Disaster Risk Reduction, a new cooperation initiative in the disaster reduction field, was announced at the Third UN World Conference on Disaster Risk Reduction, which was held in the fiscal year following the implementation of the evaluation.

This column introduces several case examples of how feedback was skillfully made from “C” (evaluation) to “D” (reflection in policy) for FY2014 evaluations (for details on feedback, please also refer to the state of individual project follow up in Chapter 3).

### 1 Evaluation of Japan’s Contribution to the Achievement of the MDGs in the Health Sector

This evaluation was implemented taking into consideration that 2015 was the final year of the MDGs (attainment deadline) and the final year of Japan’s “Global Health Policy 2011-2015” while also taking into consideration Japan’s Strategy on Global Health Diplomacy formulated in 2013.

The report published in February 2015 recommended 1) Regional “Selection and Concentration,” 2) Contribution to UHC by a Regional Approach, and 3) Improvement of Japan’s Presence in Sub-Saharan Africa. These points were also considered for The “Basic Design for Peace and Health” (Global Health Policy) created in September 2015 and were reflected in “3. Implementation Principles and Arrangements” in the same policy.

### 2 Evaluation of the JICA Partnership Program

This evaluation was implemented with the aim of obtaining recommendations and lessons learned concerning improvements to the JICA Partnership Program and the direction the program should pursue in the future based on matters pointed out in the Japanese fiscal year (JFY) 2014 review of administrative programs.

Here, eight recommendations were provided. As an example, in response to the recommendation “Review ‘Support Type’ to Further Expand the Wide Scope of Powers of Citizens,” JICA has established a smaller scale scheme (New Support-Type) that facilitates the participation of NGOs with little international cooperation experience, especially local NGOs.

### 3 Review of Japan’s ODA Evaluations from FY2003 to FY2013

Along with the revision of Japan’s ODA Charter in FY2014, this evaluation was implemented to classify and systematize the results, recommendations and lessons learned from a series of ODA evaluations conducted by MOFA over the past approximately 10 years, and to review them from the viewpoint of the ODA Charter as well, so that it will contribute to the consideration on the revision of the ODA Charter as well as for the challenges and direction of future ODA evaluations.

As a result of the review, recommendations including further clarification of the aid strategy and policies, further promotion of collaboration and coordination with the private sector and other actors, and formulation of aid policies corresponding to the diversity of partner countries were made, which were taken into account when MOFA drafted the Development Cooperation Charter decided by the Cabinet in February 2015.

For evaluations that can be utilized in the future, MOFA will implement evaluations paying appropriate attention to the timing of its implementation.

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## List of Past ODA Evaluation Studies Conducted by MOFA

For reference, this chapter lists ODA evaluations conducted by MOFA in the past 13 years, chronology of ODA evaluation, abbreviations and acronyms used in this report and related websites. The evaluation reports by MOFA before FY2003 can be found on the MOFA website (<http://www.mofa.go.jp/policy/oda/evaluation/index.html>).

### MOFA (FY2003-FY2015)

#### FY2003

Evaluation Category	Title of Evaluation Study	Evaluator
Country Assistance Evaluation	Country Assistance Evaluation of Indonesia	Third-party
	Country Assistance Evaluation of India	Third-party
	Country Assistance Evaluation of Pakistan	Third-party
	Country Assistance Evaluation of Jordan	Third-party
Priority Issue Evaluation	Mid-term Evaluation of Okinawa Infectious Diseases Initiative (IDI)	Third-party
Sector Program Evaluation	Evaluation on Infrastructure Development Sector Cooperation in Papua New Guinea	Third-party
	Evaluation on Water Resources Development Sector Cooperation in the Kingdom of Morocco	Third-party
	Evaluation on Japan's ODA to the Education Sector in Ghana	Third-party
	Evaluation on Environment Sector Cooperation in Senegal	Third-party
	Evaluation on Japan's Basic Human Needs Sector Cooperation in Bolivia	Third-party
Aid Modality Evaluation	Evaluation of Japan Disaster Relief (JDR) Teams (Vietnam, Algeria)	Third-party
	Evaluation of Japan's Cultural Grant Aid	Third-party
Other Evaluation	Evaluation of the Medium-Term Policy on ODA	Third-party

#### FY2004

Evaluation Category	Title of Evaluation Study	Evaluator
Country Assistance Evaluation	Country Assistance Evaluation of Laos	Third-party
	Country Assistance Evaluation of Uzbekistan and Kazakhstan	Third-party
	Country Assistance Evaluation of Bangladesh	Third-party
	Country Assistance Evaluation of Ethiopia	Third-party
Priority Issue Evaluation	Mid-Term Evaluation on Japan's Contribution to the Achievement of the MDGs in the Area of Education	Third-party
	Mid-Term Evaluation on Japan's Contribution to the Achievement of the MDGs in the Area of Health	Third-party
	Evaluation of Japan's Anti-Personnel Mine Action Assistance Policy	Third-party
Sector Program Evaluation	Morocco-UNICEF Country Programme Evaluation	Joint evaluation with other donor (UNICEF)
	Evaluation of the Bridge Construction Program for Tegucigalpa and on Main Highways in Honduras	Recipient government/agencies
Aid Modality Evaluation	“Review of Adjustment Lending -Overview of Structural Adjustment Loans and Sector Adjustment Loans”	Third-party
	Evaluation of Grant Assistance for Japanese NGO Projects Modality	Joint evaluation with NGOs
	Program Assistance: The Democratic Republic of Timor-Leste	Joint evaluation with other donor (USAID)
	Evaluation of Grassroots Human Security Grant Aid for Bolivia	Recipient government/agencies

## FY2005

Evaluation Category	Title of Evaluation Study	Evaluator
Country Assistance Evaluation	Country Assistance Evaluation of Cambodia	Third-party
	Country Assistance Evaluation of Kenya	Third-party
	Country Assistance Evaluation of Tanzania	Third-party
	Country Assistance Evaluation of Senegal	Third-party
Priority Issue Evaluation	Evaluation of Japan's ODA Contribution to Poverty Reduction	Third-party
	Evaluation of Japan's Peacebuilding Assistance Policy	Third-party
Sector Program Evaluation	GOJ-GOB Programme Level Evaluation: Japanese Assistance to LGED Related Sectors (Japan-Bangladesh Joint Evaluation)	Joint-evaluation with recipient country
	Vietnam-Japan Joint Evaluation on the Japan's ODA Program for the Transport Infrastructure Development in the Red River Delta Area of Vietnam	Joint-evaluation with recipient country
	Evaluation Study on Japan's ODA to the Education Sector in the Philippines	Joint evaluation with NGOs
	Evaluation on Japan's ODA for Mongolia: "To Construct General Education School Buildings" Projects and Program "Grant Assistance for Grassroots Human Security Projects"	Recipient government/agencies
Aid Modality Evaluation	Evaluation of Japan's Grant Assistance for Grassroots Human Security	Third-party
	Review of General Budget Support (PRBS in Tanzania and PRSC in Vietnam)	Third-party
	Evaluation of the Non-Project Grant Aid Program in Zambia	Recipient government/agencies

## FY2006

Evaluation Category	Title of Evaluation Study	Evaluator
Country Assistance Evaluation	Country Assistance Evaluation of Zambia	Third-party
	Country Assistance Evaluation of Bhutan	Third-party
	Country Assistance Evaluation of Vietnam	Third-party
	Country Assistance Evaluation of Madagascar	Third-party
	Country Assistance Evaluation of Morocco	Third-party
Priority Issue Evaluation	Evaluation of Japan's ODA for Agriculture and Rural Development	Third-party
	Evaluation on Japan's Assistance for Forest Conservation and its Contribution to Global Issues	Third-party
	Evaluation on Japan's Support for Regional Cooperation—A Case Study of Central America—	Third-party
Sector Program Evaluation	Evaluation Study on Japan's ODA to the Health Sector in Thailand	Joint evaluation with NGOs
	Evaluation on Japan's ODA to the Education Sector in the Independent State of Samoa	Recipient government/agencies
	Evaluation on Japan's ODA to the Road and Bridge Sector in Sri Lanka	Recipient government/agencies
Aid Modality Evaluation	Evaluation on Japan's Development Studies	Third-party
	Country-Led Evaluation on Japan's Grant Assistance for Grassroots Human Security Projects (Afghanistan)	Recipient government/agencies
Other Evaluation	Fact-Finding Survey on Evaluation Capacity Development (ECD) in Partner Countries	Collaboration with DAC

## FY2007

Evaluation Category	Title of Evaluation Study	Evaluator
Country Assistance Evaluation	Country Assistance Evaluation of Indonesia	Third-party
	Country Assistance Evaluation of Sri Lanka	Third-party
	Country Assistance Evaluation of China	Third-party
	Country Assistance Evaluation of Tunisia	Third-party
	Country Assistance Evaluation of Nicaragua	Third-party
	Country Assistance Evaluation of Mongolia	Third-party
Priority Issue Evaluation	Evaluation of Japanese Educational Cooperation Policy “Basic Education for Growth Initiative (BEGIN)”	Third-party
	Evaluation of Japanese Assistance to Africa through the TICAD Process	Third-party
Sector Program Evaluation	USAID-Japan Joint Evaluation on “The US-Japan Partnership for Global Health”	Joint evaluation with other donors (United States)
	Evaluation of Japanese Development Assistance to Malaysia Project	Recipient government/agencies
	Evaluation of Japan’s ODA on Consolidation of Peace and Security in Africa in Relation to The Fourth Tokyo International Conference on African Development (TICAD IV)	Recipient government/agencies
	Evaluation of Japanese Cooperation in El Salvador’s Eastern Region	Recipient government/agencies

## FY2008

Evaluation Category	Title of Evaluation Study	Evaluator
Country Assistance Evaluation	Country Assistance Evaluation of Mozambique	Third-party
	Country Assistance Evaluation of Ecuador	Third-party
	Country Assistance Evaluation of Pacific Island Countries	Third-party
	Country Assistance Evaluation of Romania/Bulgaria	Third-party
	Country Assistance Evaluation of Turkey	Third-party
Priority Issue Evaluation	Evaluation of Japan’s Assistance in Response to Tsunami Disaster	Third-party
	Evaluation of Japan’s ODA in the Health Sector	Third-party
	Evaluation of “Initiative for Japan’s ODA on Water” and “Water and Sanitation Broad Partnership Initiative (WASABI)”	Third-party
Sector Program Evaluation	Evaluation of Japan’s Assistance to the Education Sector in Laos	Third party (joint evaluation with NGOs)
	Evaluation on “Japan’s ODA for Improvement of Management Capacity of Operation and Maintenance Regarding Water Supply in Egypt” and “Japan’s ODA for Water Supply development in Egypt”	Recipient government/agencies
	Evaluation of Japan’s ODA on Consolidation of Peace in Timor-Leste	Recipient government/agencies

## FY2009

Evaluation Category	Title of Evaluation Study	Evaluator
Country Assistance Evaluation	Country Assistance Evaluation of Bangladesh	Third-party
	Country Assistance Evaluation of Ethiopia	Third-party
	Country Assistance Evaluation of India	Third-party
	Country Assistance Evaluation of Brazil	Third-party
	Country Assistance Evaluation of Ghana	Third-party
Sector Program Evaluation	Evaluation of Japan’s ODA for the Education Sector in Afghanistan	Recipient government/agencies
	Evaluation of Japan’s ODA in Guatemala’s Health and Water Sectors	Recipient government/agencies
Other Evaluation	Evaluation of Multilateral ODA: The United Nations Trust Fund for Human Security	Third-party
	Review of Japan’s ODA Evaluations Between FY2000-2007	Third-party

## FY2010

Evaluation Category	Title of Evaluation Study	Evaluator
Country Assistance Evaluation	Country Assistance Evaluation of Bolivia	Third-party
	Country Assistance Evaluation of Egypt	Third-party
	Country Assistance Evaluation of Malaysia	Third-party
	Country Assistance Evaluation of the Philippines	Third-party
	Country Assistance Evaluation of Uganda	Third-party
Priority Issue Evaluation	Evaluation of Assistance for Peace-Building (Timor-Leste)	Third-party
Aid Modality Evaluation	Evaluation of “the Grant Assistance for Japanese NGO Projects”	Third-party
Sector Program Evaluation	Evaluation of Japan’s ODA in Bangladesh’s Transport Sector	Recipient governments/agencies
	Evaluation of Japan’s ODA in Senegal’s Water Sector	Recipient governments/agencies
Other Evaluation	Evaluation of the Implementation of the Paris Declaration Case Study of Japan	Third-party

## FY2011

Evaluation Category	Title of Evaluation Study	Evaluator
Country Assistance Evaluation	Country Assistance Evaluation of Thailand	Third-party
	Country Assistance Evaluation of Peru	Third-party
	Evaluation of Assistance for the Transition to a Market-oriented Economy In Three Central Asian Countries (Republic of Kazakhstan, Kyrgyz Republic, Republic of Uzbekistan)	Third-party
Priority Issue Evaluation	Evaluation of Aid for Trade	Third-party
Aid Modality Evaluation	Evaluation of Training and Dialogue Programs	Third-party
	Evaluation of Japan’s Grant Assistance for the Food Aid Project (KR)	Third-party
	Evaluation of Grant Aid for Fisheries	Third-party
Sector Program Evaluation	Evaluation of Japan’s Cooperation in the Education (Vocational Training) Sector in Senegal	Third-party
	Evaluation of Japan’s ODA to Education Sector in Mozambique	Recipient governments/agencies

## FY2012

Evaluation Category	Title of Evaluation Study	Evaluator
Country Assistance Evaluation	Country Assistance Evaluation of Nepal	Third-party
	Country Assistance Evaluation of Cuba	Third-party
	Evaluation of Assistance to the Palestinian Territories	Third-party
	Country Assistance Evaluation of the Republic of Malawi	Third-party
Priority Issue Evaluation	Evaluation of Japan’s Assistance for Policies and Institutions that Promote Gender Equality	Third-party
	Evaluation of Triangular Cooperation	Third-party
Aid Modality Evaluation	Evaluation of Japan Disaster Relief Team	Third-party
Sector Program Evaluation	Evaluation of Assistance to the Health Sector in Cambodia	Third-party

## FY2013

Evaluation Category	Title of Evaluation Study	Evaluator
Country/Regional Assistance Evaluation	Country Assistance Evaluation of Lao PDR	Third-party
	Country Assistance Evaluation of Sri Lanka	Third-party
	Country Assistance Evaluation of Colombia	Third-party
Priority Issue Evaluation	Evaluation of the Assistance under the Initiative for Disaster Reduction through ODA	Third-party
Aid Modality Evaluation	Evaluation of Grant Aid for Poverty Reduction Strategy	Third-party
Sector Program Evaluation	Evaluation of Assistance for the Urban Transportation Sector in Viet Nam	Third-party
	Evaluation of Japan's ODA to the Health Sector in Viet Nam	Recipient governments/agencies
Other Evaluation	Evaluation of Assistance to the African Millennium Villages Initiative	Third-party
	Evaluation of "Human Resource Development in the area of Development" and "Supporting Development Education"	Third-party

## FY2014

Evaluation Category	Title of Evaluation Study	Evaluator
Country/Regional Assistance Evaluation	Evaluation of Japan's Assistance for the Mekong Region	Third-party
	Country Assistance Evaluation of Pakistan	Third-party
	Country Assistance Evaluation of Kenya	Third-party
Priority Issue Evaluation	Evaluation of Cooperation for Legal and Judicial Reform	Third-party
	Evaluation of Humanitarian Assistance in Case of Emergency	Third-party
	Evaluation of Japan's Contribution to the Achievement of the MDGs in the Health Sector	Third-party
Aid Modality Evaluation	Review of Grand Aid for Countries with Relatively High Income	Third-party
Sector Program Evaluation	Evaluation of Japan's Official Development Assistance (ODA) to the Rural and Agriculture Sector in Thailand	Recipient governments/agencies
Other Evaluation	Evaluation of the JICA Partnership Program	Third-party
	Review of Japan's ODA Evaluations from FY 2003 to 2013	Third-party

## FY2015

Evaluation Category	Title of Evaluation Study	Evaluator
Country/Regional Assistance Evaluation	Country Assistance Evaluation of Vietnam	Third-party
	Evaluation of Japan's Assistance for Pacific Island Countries	Third-party
	Evaluation of Assistance for the South Caucasus	Third-party
	Country Assistance Evaluation of Morocco	Third-party
Priority Issue Evaluation	Evaluation of Japan's Contribution to the Achievement of the MDGs in Environmental Sector	Third-party
	Evaluation on Japan's Education Cooperation Policy 2011-2015	Third-party
Aid Modality Evaluation	Evaluation of Debt Cancellation	Third-party
Sector Program Evaluation	Evaluation of Japan's ODA to the Disaster Risk Reduction Management (DRRM) Sector in the Republic of the Philippines	Recipient government/agencies
Other Evaluation	Evaluation of the Feedback Mechanism of Japan's ODA	Third-party

## Chronology of ODA Evaluation

	MOFA	JICA	International Community
1975		Ex-post evaluation began (former OECF)	
1981	Economic Cooperation Evaluation Committee was established in the Economic Cooperation Bureau	Evaluation Reviewing Committee was established	Predecessor of DAC Network on Development Evaluation was established
	Ex-post evaluation began	A section specializing in ex-post evaluation was established in former OECF	
1982	Publication of Annual Evaluation Report on Japan's Economic Cooperation began	Ex-post evaluation began	
1984	ODA Evaluation Division was established in Economic Cooperation Bureau		
1988		Section specializing in project evaluation was established	
1991		Publication of Ex-Post Evaluation Report on ODA Loan Projects began (former OECF)	DAC advocated "the five DAC Criteria"
1992	The Government of Japan adopted the ODA Charter		
1995		Began publishing Annual Evaluation Reports	
1996			DAC adopted the New Development Strategy
1998			World Bank announced Comprehensive Development Framework (CDF)
1999	Medium-Term Policy on ODA was formulated		
2000	The "Report on Reform of Japan's ODA Evaluation System" was submitted to the Foreign Minister		Millennium Development Goals (MDGs) adopted
2001	GPEA enacted (implemented in 2002)	Ex-ante evaluation began	
	External Advisory Committee for ODA Evaluation Feedback established		
2002	Fifteen Specific Measures for ODA Reform were announced	Former OECF set up the Ex-post Evaluation of ODA Loan Project Feedback Committee	
2003	Ex-ante evaluation started under GPEA		DAC Network on Development Evaluation established
	External Advisory Committee for ODA Evaluation Feedback reorganized as External Advisory Meeting on ODA Evaluation		Rome Declaration on Harmonisation adopted at the High Level Forum (HLF) in Rome
	The ODA Charter revised		
2005	New Medium-Term Policy on ODA formulated		Paris Declaration adopted at the Second HLF in Paris
2008		New JICA established	Accra Action Plan adopted at the third HLF in Accra
		External Experts Advisory Committee on Evaluation established	
2010	The ODA Review (final report) announced		DAC Development Evaluation External Advisory Meeting on ODA Quality Standards formulated
	External Advisory Meeting on ODA Evaluation terminated	External Experts Advisory Committee on Evaluation reorganized into Advisory Committee on Evaluation	
2011	ODA Evaluation Division was relocated from International Cooperation Bureau to Minister's Secretariat		The Busan Partnership for Effective Development Co-operation established at the fourth HLF in Busan
	"Annual Evaluation Report on Japan's Economic Cooperation" was renamed "Annual Report on Japan's ODA Evaluation"		

	MOFA	JICA	International Community
2013		Examples of standard indicators for Grant Aid projects were realigned in accordance with development issues	
2014			The first high-level meeting of the “Global Partnership for Effective Development Co-operation (GPEDC)” held
2015	Development Cooperation Charter formulated		“2030 Agenda for Sustainable Development” adopted

## List of Abbreviations and Acronyms

ADB	Asian Development Bank
ASEAN	Association of Southeast Asian Nations
CIS	Commonwealth of Independent States
DAC	Development Assistance Committee
DRRM	Disaster Risk Reduction and Management
EFA	Education for All
E/N	Exchange of Notes
ESD	Education for Sustainable Development
EvalNet	Network on Development Evaluation
FAO	Food and Agriculture Organization of the United Nations
GGP	Grant Assistance for Grassroots and Human Security Projects
GNI	Gross National Income
GPEA	Government Policy Evaluations Act
GPEDC	Global Partnership for Effective Development Co-operation
HLF	High Level Forum
ICT	Information and Communications Technology
ILO	International Labor Organization
IMF	International Monetary Fund
JCM	Joint Crediting Mechanism
JICA	Japan International Cooperation Agency
MDBs	Multilateral Development Banks
MDGs	Millennium Development Goals
MOPAN	Multilateral Organisation Performance Assessment Network
NEDA	National Economic and Development Authority (of Philippines)
NGOs	Non-governmental Organizations
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
OECF	Overseas Economic Cooperation Fund
PALM	Pacific Islands Leaders Meeting
PDCA	Plan, Do, Check, Act
PIC	Pacific Islands Centre
PPP	Public Private Partnership
SIAP	United Nations Statistical Institute for Asia and the Pacific
SDGs	Sustainable Development Goals
TICAD	Tokyo International Conference on African Development
UHC	Universal Health Coverage
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDAC	United Nations Disaster Assessment and Coordination
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNODC	United Nations Office on Drugs and Crime
USAID	United States Agency for International Development
WHO	World Health Organization

## Related Websites and References

Websites	URL
MOFA: Japan's ODA	<a href="http://www.mofa.go.jp/policy/oda/index.html">http://www.mofa.go.jp/policy/oda/index.html</a>
MOFA: Japan's ODA Evaluation	<a href="http://www.mofa.go.jp/policy/oda/evaluation/index.html">http://www.mofa.go.jp/policy/oda/evaluation/index.html</a>
MIC Administrative Evaluation Bureau	<a href="http://www.soumu.go.jp/english/aeb/index.html">http://www.soumu.go.jp/english/aeb/index.html</a>
JICA Evaluation	<a href="http://www.jica.go.jp/english/our_work/evaluation/index.html">http://www.jica.go.jp/english/our_work/evaluation/index.html</a>
OECD-DAC Network on Development Evaluation	<a href="http://www.oecd.org/dac/evaluation/">http://www.oecd.org/dac/evaluation/</a>
Multilateral Organisation Performance Assessment Network	<a href="http://www.mopanonline.org/">http://www.mopanonline.org/</a>
MDGs (UN Millennium Development Goals)	<a href="http://www.mofa.go.jp/policy/oda/mdg/index.html">http://www.mofa.go.jp/policy/oda/mdg/index.html</a>
The 2030 Agenda for Sustainable Development	<a href="http://www.mofa.go.jp/policy/oda/page22e_000793.html">http://www.mofa.go.jp/policy/oda/page22e_000793.html</a>
UNDP (United Nations Development Programme)	<a href="http://www.undp.org">http://www.undp.org</a>
FAO (Food and Agriculture Organization of the United Nations)	<a href="http://www.fao.org">http://www.fao.org</a>
WHO (World Health Organization)	<a href="http://www.who.int">http://www.who.int</a>
UNAIDS (Joint United Nations Programme on HIV/AIDS)	<a href="http://www.unaids.org">http://www.unaids.org</a>
IMF (International Monetary Fund)	<a href="http://www.imf.org">http://www.imf.org</a>
World Bank	<a href="http://www.worldbank.org">http://www.worldbank.org</a>
ADB (Asian Development Bank)	<a href="http://www.adb.org">http://www.adb.org</a>
AfDB (African Development Bank)	<a href="http://www.afdb.org">http://www.afdb.org</a>
USAID (US Agency for International Development)	<a href="http://www.usaid.gov">http://www.usaid.gov</a>
DFID (UK Department for International Development)	<a href="http://www.dfid.gov.uk">http://www.dfid.gov.uk</a>
ICAI (Independent Commission for Aid Impact)	<a href="http://icai.independent.gov.uk/">http://icai.independent.gov.uk/</a>
AFD (French Development Agency)	<a href="http://www.afd.fr/lang/en/home">http://www.afd.fr/lang/en/home</a>
BMZ (Germany's Federal Ministry for Economic Cooperation and Development)	<a href="http://www.bmz.de/en/index.html">http://www.bmz.de/en/index.html</a>
DEval (German Institute for Development Evaluation)	<a href="https://www.deval.org/en/home.html">https://www.deval.org/en/home.html</a>
AECID (Spanish Agency for International Development Cooperation)	<a href="http://www.aecid.es/EN">http://www.aecid.es/EN</a>
JES (The Japan Evaluation Society)	<a href="http://evaluationjp.org/english/index.html">http://evaluationjp.org/english/index.html</a>
SIAP (United Nations Statistical Institute for Asia and the Pacific)	<a href="http://www.unic.or.jp/info/un_agencies_japan/siap/?lang=en">http://www.unic.or.jp/info/un_agencies_japan/siap/?lang=en</a>
AAR Japan Association for Aid and Relief, Japan	<a href="http://www.aarjapan.gr.jp/english/">http://www.aarjapan.gr.jp/english/</a>
BHN Association	<a href="http://www.bhn.or.jp/official/english">http://www.bhn.or.jp/official/english</a>
REBORN KYOTO	<a href="http://www.reborn-kyoto.org/en/">http://www.reborn-kyoto.org/en/</a>

References	URL
Development Cooperation Charter	<a href="http://www.mofa.go.jp/policy/oda/page_000138.html">http://www.mofa.go.jp/policy/oda/page_000138.html</a>
Japan's ODA White Paper	<a href="http://www.mofa.go.jp/policy/oda/page_000017.html">http://www.mofa.go.jp/policy/oda/page_000017.html</a>
Country Assistance Policies	<a href="http://www.mofa.go.jp/policy/oda/assistance/index2.html">http://www.mofa.go.jp/policy/oda/assistance/index2.html</a>
ODA Evaluation Guidelines (8th Edition)	<a href="http://www.mofa.go.jp/policy/oda/evaluation/basic_documents/pdfs/guidelines2013.pdf">http://www.mofa.go.jp/policy/oda/evaluation/basic_documents/pdfs/guidelines2013.pdf</a>
Annual Report on Japan's ODA Evaluation (former Annual Evaluation Report on Japan's Economic Cooperation)	<a href="http://www.mofa.go.jp/policy/oda/evaluation/index.html">http://www.mofa.go.jp/policy/oda/evaluation/index.html</a>
Japan's ODA Data by Country	<a href="http://www.mofa.go.jp/policy/oda/data/index.html">http://www.mofa.go.jp/policy/oda/data/index.html</a>

# Annual Report on Japan's ODA Evaluation 2016

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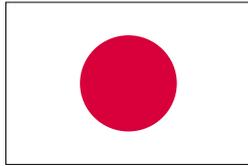
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