

**Commissioned by Ministry of Foreign Affairs**

**Evaluation Report of Japan's Basic Human  
Needs Cooperation for Bolivia  
(Summary)**

**March 2004**

**IC Net Limited**

## **Preface**

This is a summary of the report on ‘Evaluation of Japan’s Basic Human Needs Cooperation for Bolivia’, commissioned in the fiscal year 2003 by the Ministry of Foreign Affairs, the Government of Japan.

The Study aimed to comprehensively analyze and evaluate Japan’s Official Development Assistance (ODA) to Basic Human Needs (BHN) in Bolivia at program level during the target period between fiscal year 1996 and 2000, and drew lessons and recommendations to improve the formulation and implementation processes of the Japan’s ODA policy to BHN for Bolivia in the future by three aspects of purposes, processes and results. This study also aims to fulfill accountability to the public by disclosing the evaluation results.

The Study team reviewed available literature on the Japan’s ODA, interviewed those who used to manage Japan’s aid program for Bolivia, and visited Bolivia in October and November 2003 to interview Bolivian authorities and NGOs. In addition, Bolivian consultants were employed by the team to effectively collect necessary data for the evaluation analysis and to conduct the beneficiary survey on the groundwater development and elementary school construction projects.

The team is grateful to various parties that helped to conduct this study. The team expresses its special gratitude to the Evaluation Unit, Research & Programming Division and related Divisions in Economic Cooperation Bureau, the Ministry of Foreign Affairs as well as Japan International Cooperation Agency (JICA). For the survey in Bolivia, the team appreciates the cooperation from the Embassy of Japan, JICA Bolivia Office and related Ministries of the Bolivian government, counterpart agencies, and NGOs who are recipient of the Japan’s ODA.

The view expressed in this report are those of the IC Net Limited study team and do not necessarily reflect official views of the Ministry of Foreign Affairs or the Government of Japan.

March, 2003

IC Net Limited.

## Executive Summary

1. Subject: Evaluation of Japan's Basic Human Needs Cooperation for Bolivia

2. Country: the Republic of Bolivia

3. Dates of study implementation: August 2003 - March 2004

4. Scope of evaluation

(1) Objective

This evaluation study will result in an objective understanding of Japan's achievements in basic human needs cooperation for Bolivia and lessons and recommendations that will enable future development cooperation in this area to be implemented with greater effectiveness and efficiency. This study also aims to fulfill accountability to the public by disclosing the evaluation results.

(2) Target and period

This evaluation study covers all of Japan's grant aid cooperation and technical cooperation projects addressing basic human needs (health, water and sanitation, education) implemented during the target period (fiscal year 1996 - fiscal year 2000)<sup>1</sup>. The number of cooperation projects implemented in the three sectors of health, water/sanitation and education during the target period is shown in the table below.

Projects by basic human needs target sector and cooperation scheme implemented in fiscal 1996 to fiscal 2000

	Grant aid		Technical cooperation					Japan Overseas Cooperation Volunteer (persons)
	Grant aid (no. of projects)	grassroots grant aid (no. of projects)	Project-type technical cooperation <sup>2</sup> (no. of projects)	Development study (no. of projects)	Dispatch of individual experts (persons)		Acceptance of training participants (persons)	
					Long-term	Short-term		
Health	2	15	2	0	0	9	80	36
Water & sanitation	2	14	0	0	2	5	40	2
Education	1	27	0	0	2	4	17	16
<b>Total basic human needs areas</b>	<b>5</b>	<b>56</b>	<b>2</b>	<b>0</b>	<b>4</b>	<b>18</b>	<b>127</b>	<b>54</b>

Source: Ministry of Foreign Affairs "Japan's ODA White Paper"

<sup>1</sup>Due to delays in forming new loan aid cooperation projects from 1990 and Bolivia's eligibility in 1997 in the Heavily Indebted Poor Country Initiative, there were no new yen loan projects during the target period. All cooperation projects implemented by Japan during the target period were donations (grant aid cooperation, technical cooperation).

<sup>2</sup> This includes dispatch of expert teams and research cooperation.

Aid provided by Japan in the area of basic human needs amounted to ¥17.997 billion and involved 293 people involved in the technical cooperation field such as experts, training participants and Japan Overseas Cooperation Volunteers. The total beneficiaries totaled 2,340,000 people, equivalent to about 28% of Bolivia's population in 2001.

### (3) Methods

This evaluation study adopted a comprehensive evaluation method that analyzes projects targeted in the evaluation in terms of **purpose, processes and results**. The evaluation framework is formulated and organized for the items and information providers analyzed in this study in terms of each of these points. In addition to **interviews** in Japan with people involved in aid for Bolivia and **analysis of materials**, this evaluation study included a field study in October and November 2003, during which local interviews were held with local aid participants, NGOs and key figures and materials needed for the evaluation analysis were compiled. In addition, local consultants were hired for the this study to ensure more efficient compilation of information, and a **study of the beneficiaries** affected by the groundwater development and elementary school construction was implemented with the objective of examining the impact of Japan's aid in more detail.

### (4) Definition of basic human needs

"Enhancing Basic Human Needs (BHN)" was a development theory that arose in the late 1960s and reflects the belief common to aid provided in the reconstruction efforts after World War II that economic growth alone could not eliminate poverty but that investment in human capital (education, health) was essential. The scope of "basic human needs" addressed in this evaluation study was narrowed to the three sectors of **health, water/sanitation and education** out of the "social infrastructure and service" components in the DAC category.

## 5. Evaluation results

### (1) Relevancy of purpose of the basic human needs cooperation

**Quasi-program**---Japan did not implement or plan its cooperation projects under one aid program during the period targeted in the evaluation, but it was assumed that the individual basic human needs cooperation projects were implemented as a program with a common purpose (Quasi-program) and were evaluated accordingly. The Japan's cooperation achievements were analyzed, and the purpose of the quasi-program in the basic human needs cooperation was set as "to raise the level of access to health, basic education and water/sanitation services."

**Consistency with former Official Development Assistance Charter**---The Japan's cooperation is consistent with the former ODA Charter in its emphasis on providing aid to ownership efforts to break

away from the ranks of developing countries, its prioritization on providing aid to poor countries and countries with which Japan has a historical relation, and its prioritization on basic human needs.

**Consistency with the Mid-Term Policy on Official Development Assistance**---The Japan's cooperation is consistent with the Mid-Term Policy on ODA in that it prioritizes development centered on people, development that focuses on human security, visible aid and "aid for measures attacking the cause of poverty and social development." In regards to the aid process and methods described in the medium-term policies, the process portion is argued in these terms.

**Consistency with development issues in that period**---Overall, the Japan's cooperation is consistent with the development issues that the Bolivian government was concerned with at that time. Aid to the health and education sectors did not focus on a single issue, but addressed multiple issues. On the other hand, projects in the water and sanitation sector were comparatively clearly focused on the one issue of groundwater development. Although the Bolivian government felt that decentralization was an important issue, the Japan's cooperation was primarily implemented in La Paz and Santa Cruz, areas with large populations<sup>3</sup>. Also, while in the health sector the government prioritized the issue of augmenting primary health care, Japan's aid focused on secondary and tertiary care. There was comparatively low consistency in these two points.

(2) The basic human needs cooperation projects and its implementation process

(a) Planning process of the basic human needs cooperation

In order to encourage independent efforts on the part of the partner government, Japan's development cooperation is essentially based on **requests**. The local study examined the mechanisms by which the Bolivian government studies its project needs. Mechanisms for project needs studies were set up in 1997, and although regional and prefectural needs were reflected, organizational abilities to formulate projects etc. were low. Accordingly, **it was not possible to implement projects that had been formulated based on decentralization and public participation—Bolivian government's priorities**. In this way, government agencies related to basic human needs ranked the projects proposed at the regional, prefectural and the central levels in order of priority. **However, as decisions were not always based on logical or objective criteria, it is skeptical if the Bolivian government could formulate projects so as to accurately reflect the needs of Bolivia's citizens.**

However, Japan—the side receiving the requests—divided operation management by aid scheme until 1997, and there were **few projects that considered coordination between schemes even within the**

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<sup>3</sup> The regional underground water development projects were implemented in other departments than La Paz and Santa Cruz. However, overall trend of the Japan's ODA assistance put its emphasis on La Paz and Santa Cruz.

**same sector.** Interviews with participants revealed that many participants felt that Bolivian government's national development plans, medium and long-term plans in each sector, the relative superiority of Japan's schemes<sup>4</sup> and continuity with previous projects were prioritized when the Japan's cooperation was planned. At that time, there was very little discussion and coordination between donors, and there was little cooperation with other donors in Japan's cooperation planning process. **NGOs at that time had little involvement in the process of planning the cooperation, and their involvement was limited to cooperation through grassroots grant aid.** Cooperation with other donors and NGOs was emphasized in the former ODA Charter and the Medium-Term Policy on ODA, but it was not achieved much in the Japan's basic human needs cooperation. Since it was difficult to define efficiency in the planning process, opinions among the participants interviewed were divided. According to interviews with other donors, some felt that the **approval process for the Japan's ODA (grant aid, project-type technical cooperation, etc.) projects took substantial amount of time**, and that the process from the time the request is made to the time the project is approved should be simplified.

(b) Implementation process for the basic human needs cooperation

JICA was essentially in charge of managing operations involving the implementation of the Japan's cooperation projects. The Embassy of Japan in Bolivia managed the grassroots grant aid Monitoring during the cooperation implementation process consisted of regular reports made by construction contractors and consultants to the JICA's Bolivia office and the Embassy of Japan in Bolivia. At that time, projects were rarely formulated based on logical frameworks such as Project Design Matrix and there was almost no monitoring or evaluation; a monitoring and evaluation system relying solely on reports from the construction contractors and consultants was inadequate. In particular, since policy changes drastically when governments change in Bolivia, continuous cooperation in implemented projects and monitoring is crucial and **it is important to strengthen the monitoring system** in order to improve the project's results and quality. With increasing decentralization, the implementation of some projects could not be appropriately managed by regional governments of prefectures and cities with inadequate human resources, funds and organizational capacity. In these cases, the central government was asked to address the problems, but inadequate communication and coordination between central government and regional governments prevented these cases from being resolved.

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<sup>4</sup>One example in which Japan's schemes are thought to be relatively superior is the construction of hospitals and wells used to draw water through grant aid schemes and grassroots grant aid schemes. Many schemes by other donors focus on technical aid that keep costs relatively low, and there are few donors that are actively involved in infrastructure construction.

<sup>5</sup> For grassroots grant aid, the beneficiary of the grant is responsible for monitoring and evaluation of the grants. Therefore, the PCM method is not applied for the grassroots grant aid.

According to local interviews, Japan's cooperation planning process took considerable time, but **the relatively speedy implementation of the projects received a positive assessment**. In particular, elementary school construction done with grant aid and grassroots grant aid was praised for its high efficiency compared to the Fondo de Inversión Social (Social Investment Fund, FIS) provided by other donors. Further, Japan's grassroots grant aid takes only three to four months from approval to implementation, and received strong praise from the organizations that received the donations.

### (3) Results of the basic human needs cooperation

#### (a) Effectiveness

Many of those interviewed felt that **the purpose of quasi-program was achieved to an extent, but that it is difficult to set indicators**. Even if the socio-economic indicators for each prefecture obtained from government agencies involved in basic human needs areas and from Bolivia's Bureau of Statistics are analyzed, it is difficult to clearly relate them to the purpose of the quasi-program (i.e., to improve access to services for basic human needs) because there is no data on the extent of Japan's contribution. However, in the health sector, the increase in the number of outpatient consultations is received in Santa Cruz and the increase in the number of outpatients at the organization in the suburbs of La Paz which received grassroots grant aid provide quantitative evidence that Japan's aid improved access to health services. While it was difficult to prove the extent of Japan's contribution using socio-economic indicators at the national and prefectural levels, the supplementary study of beneficiaries in the elementary school construction project and regional groundwater development project revealed generally positive evaluation results and indicated that the Japan's basic human needs cooperation had contributed to improvements in basic human needs.

#### (b) Impact

Participants in the interviews gave several examples of the impact resulting from the Japan's cooperation: **1) some synergistic effects from coordination with donors, 2) the improved status of women, 3) better sanitary conditions thanks to the groundwater development projects and 4) more active community activities due to the implementation of the elementary school construction project and regional underground water development project**. Also, as evidenced by the fact that the Ministry of Health recognized so called the Japan Hospital in Santa Cruz as Bolivia's best hospital, the Japan's basic human needs cooperation helped to **increase the number of Bolivians with an affinity for Japan**.

### (4) Lessons and recommendations

#### (a) Purpose

This study evaluated the Japan's basic human needs cooperation in Bolivia, conveniently setting it a

quasi-program, but in actuality **the basic concept indicating Japan's cooperation guidelines in this sector was not clear** during the period targeted in the evaluation. Cooperation programs should be based on basic guidelines for cooperation in the same field, and the aid concept behind Japan's same-field cooperation in Bolivia should be reexamined. When reviewing the aid concept used in basic human needs cooperation, **people-centered aid—the aim of the Medium-Term Policy on ODA—and the concept of human security** could be a good tool. Basic human needs cooperation should not focus on cooperation for social development in the health, water/sanitation and education sectors, but should instead prioritize cooperation that would help lift people out of poverty such as **creating job opportunities and providing vocational training** and that improve abilities essential to the household budget.

(b) Planning process

The basic concept behind efforts in cooperation for these fields should be organized and used as guidelines for planning and formulating Japan's cooperation. As indicated by the projects targeted in this evaluation such as the regional underground water development project, elementary school construction project and Santa Cruz medical supply system project, cooperation must address both needs for infrastructure building and needs for capacity building in order to improve the results of Japan's basic human needs cooperation. The basic concept behind Japan's efforts in basic human needs cooperation, projects currently in progress and projects to be implemented must be adequately explained to other donors to gain their cooperation. In Bolivia, NGOs are very effective at the grassroots level in basic human needs, and grassroots grant aid should continue to be utilized strategically in this field.

(c) Implementation process

There were times during the period targeted in this evaluation when interactions with Bolivian government in the cooperation implementation process were not smooth due to changes of the government and encouragement of decentralization. Coordination with the Embassy of Japan in Bolivia and the JICA Bolivia office was very important in order to deal with these situations effectively. The monitoring and evaluation system using a logical framework such as that in the Project Cycle Management method must be strengthened, and the quality of the project content must be managed during project implementation<sup>5</sup>.

(d) Results

Of Japan's projects targeted in this evaluation, almost none set indicators during the planning stage to measure the extent that the goals were achieved, making it extremely difficult to analyze the extent to which each project achieved the project purpose and overall goal and the extent to which they improved Bolivia's social indicators at the national level. **It is very important that indicators measuring the**

**extent to which objectives and results are achieved are set during the planning stage for use in monitoring and evaluation** in order to accurately identify the output and impact of Japan's basic human needs cooperation and raise the quality, effectiveness and efficiency of projects. The indicators set to measure the extent to which output was realized will differ slightly depending on Japan's project purpose, but it would be ideal if indicators used in the "3.3.1 effectiveness" were compiled, **targeting the project's beneficiary population**. This would make it possible to make comparisons at the national and prefectural levels and to quantify the extent to which Japan's basic human needs cooperation improved Bolivia's basic human needs.