

Third Party Evaluation 2008
The Ministry of Foreign Affairs of Japan

Evaluation of Japan's Assistance in Response
to Tsunami Disaster
-Summary-

March 2009

Preface

This report is a summary of the “Evaluation of Japan’s Assistance in Response to Tsunami Disaster” undertaken by the External Advisory Meeting on ODA Evaluation requested by the International Cooperation Bureau of the Ministry of Foreign Affairs of Japan (MOFA).

Since its commencement in 1954, Japan’s Official Development Assistance (ODA) has contributed to the stability and development of developing countries, and solutions of international issues which vary with the times, as well as to the security and prosperity of Japan. Recently, there have been increased domestic and international calls for more effective and efficient implementation of ODA. The MOFA, as a coordinating ministry for ODA, has been conducting ODA evaluation mainly at the policy level with two main objectives: to support implementation and management of ODA; and to ensure its accountability.

The major earthquake off the coast of Sumatra and tsunami in the Indian Ocean on December 26, 2004, caused tremendous damages to neighboring countries. In tandem with the international community uniting efforts to respond to this unprecedented disaster, Japan provided financial and physical assistance on the largest scale for its post-disaster assistance. The evaluation study was conducted to examine and assess Japan’s Tsunami assistance over the last four years, and to obtain lessons and recommendations which will contribute to effective and efficient implementation of its post-disaster assistance in the future.

The External Advisory Meeting on ODA Evaluation was formed as an informal advisory body of the Director-General of the International Cooperation Bureau of the MOFA to improve objectivity in ODA evaluation. The Advisory Meeting is commissioned to design and conduct evaluations of ODA and feed back the results and recommendations of each evaluation to the International Cooperation Bureau of the MOFA so that they could be reflected in the actual implementation of ODA for improvement. Prof. Hiromitsu Muta, a member of the meeting, was in charge of this evaluation.

Associate Prof. Yuriko Minamoto, Graduate School of Governance Studies, Meiji University, being an advisor to the study, made enormous contribution to this report. Likewise, the MOFA, the Japan International Cooperation Agency (JICA) including former Japan Bank for International Cooperation (JBIC), and the ODA Taskforces also made invaluable contribution. We would like to take this opportunity to express our sincere gratitude to all those who were involved in this study. The ODA Evaluation Division of the International Cooperation Bureau of the MOFA was in charge of coordination of all the involving associates. All other supportive works including information collection, analysis and report preparation was provided by International Development Center of Japan under the commission of the MOFA.

Finally, we wish to add that the opinions expressed in this report do not reflect views or positions of the Government of Japan or any other institution.

March 2009

The External Advisory Meeting on ODA Evaluation:

Hikomitsu MUTA (Member of the Board/Executive Vice President, Tokyo Institute of Technology)

Kiyoko IKEGAMI (Director, UNFPA Tokyo Office)

Yoshikazu IMAZATO (Former Editorial Writer, The Tokyo Shimbun)

Izumi OHNO (Professor, National Graduate Institute for Policy Studies)

Yayoi TANAKA (Associate Professor, National Institution for Academic Degrees and University Evaluation)


Masato NODA (Trustee, Nagoya NGO Center/Associate Professor, Chubu University)

Hiroko HASHIMOTO (Professor, Jumonji University)

Katsuya MOCHIZUKI (Director in Charge, Inter-disciplinary Studies Center, Institute of Developing Economies)

Tatsufumi YAMAGATA (Director, Poverty Alleviation and Social Development Studies Group, Inter-Disciplinary Studies Center/ Professor, IDE Advanced School (IDEAS), Institute of Developing Economies)

Evaluation of Japan's Assistance in Response to Tsunami Disaster (Priority Issues Evaluation)

<p>1. Theme: Evaluation of Japan's Assistance in Response to Tsunami Disaster</p>	
<p>2. Case Study Countries: Indonesia, Sri Lanka, the Maldives</p>	
<p>3. Evaluators:</p> <p>(1) Chief: Hiromitsu Muta, Executive Vice President for Finance, Tokyo Institute of Technology</p> <p>(2) Adviser: Yuriko Minamoto, Associate Professor, Graduate School of Governance Studies, Meiji University</p> <p>(3) Consultant: International Development Center of Japan</p>	
<p>4. Period of Evaluation Survey: June 2008 to March 2009</p>	

On-site interview (ADB Sri Lanka Resident Mission)

Outline of Evaluation

1. Evaluation Results

(1) Relevance of Policies

When post-tsunami assistance began, there was no government document regarded as a prevailing policy on emergency disaster rehabilitation assistance. However, assistance to tsunami victim countries was judged consistent with Japan's ODA Charter. In terms of consistency with countries' support needs, Japan's assistance generally appeared to be highly consistent based on the high level of evaluation given by recipient countries.

(2) Effectiveness of Results

Japan's assistance was generally effective, with great promptness and a strong presence during the emergency rescue period. Assistance was effective, meeting its objective in the rehabilitation and reconstruction period. For certain assistance projects, however, the effectiveness did not appear to receive a high enough evaluation.

(3) Appropriateness of Processes

The process of Japan's post-tsunami assistance was generally managed and implemented rapidly and appropriately. Prompt disbursement of grant money and employment of Non-Project Grant Aid contributed to this. On the other hand, the function of project formulation should be strengthened. In addition, for construction-type projects, standards need to be provided for allowable upgrading of the level of development compared with the pre-disaster level. To secure prompt implementation, there is room for improvement in the formulation of Japan Fund for Poverty Reduction (JFPR) projects by the Asian Development Bank.

2. Main Recommendations

Main recommendations provided by the evaluation team are as follows:

- (1) Clarify and Share Purpose of Emergency Disaster Rehabilitation Assistance**
- (2) Set a Standard for Scale of Support according to Relation between Japan and Disaster-stricken Country, and the Recipient's Ability to Absorb Assistance**
- (3) Review Possibility of Assistance toward Personal Assets, including Housing Support**
- (4) Set up a Task Team Specializing in Emergency Disaster Rehabilitation Assistance Primarily Based around the Embassy of Japan**
- (5) Discuss Ideal Use of Non-project Grants and Yen Loans in Emergency Disaster Rehabilitation Assistance**
- (6) Improve PR in Emergency Disaster Rehabilitation Assistance**
- (7) Improve Assistance through Japan Trust Fund in International Financial Institutions**
- (8) Set Emergency Disaster Rehabilitation Assistance Guidelines**

(Note: The opinions expressed in this summary do not necessarily reflect the views and positions of the Government of Japan or any other institutions.)

Contents

Preface
Outline
Contents

<u>Part I: Recommendations and Study Outline</u>	1
1-1. Recommendations.....	1
1-2. Outline of the study.....	3
<u>Part II: Outline of Tsunami in Indian Ocean and Assistance for Rehabilitation and Reconstruction</u>	4
2-1. Tsunami and Response from the International Community	4
2-2. Basic Policy of Japan's Post-tsunami Assistance	4
<u>Part III: Evaluation Results</u>	8
3-1. Indonesia.....	8
(1) Effectiveness of results	8
(2) Appropriateness of processes.....	8
3-2. Sri Lanka	9
(1) Effectiveness of results	9
(2) Appropriateness of processes.....	9
3-3. The Maldives	10
(1) Effectiveness of results	10
(2) Appropriateness of processes.....	10
3-4. Japan's post-tsunami assistance via international organizations.....	11
(1) Assistance through contribution to UN organizations and others.....	11
(2) Assistance through trust funds in international financial institutions.....	11
3-5. Cross-sectional analysis of non-project grant projects	12
3-6. Relevance of policies.....	13
3-7. Lessons obtained from Japan's post-tsunami assistance.....	14

Map
Photos of the Field Survey

Part I: Recommendations and Study Outline

1-1. Recommendations

In this report, based on evaluation results, the evaluation team provides recommendations in the interest of Japan's future large-scale disaster assistance.

1. Clarify and Share Purpose of Emergency Disaster Rehabilitation Assistance

It is necessary for the parties involved to have substantial discussion on the purpose of emergency disaster rehabilitation assistance and to obtain some degree of clarification on the topic. In particular, when Japan discusses its future support in response to wide-ranging, large-scale disasters involving numerous stricken countries, such as in the case of the tsunami, it would be ideal for the concerned parties to share a general, common recognition of the goal of the assistance.

2. Set a Standard for Scale of Support according to Relation between Japan and Disaster-stricken Country, and the Recipient's Ability to Absorb Assistance

Set a standard for the scale of emergency disaster rehabilitation assistance in consideration of the relation between Japan and the disaster-stricken country and the recipient's ability to absorb assistance, as well as the scale of the disaster. In this regard, it is important to permit flexible operations in individual cases, considering the impracticality of using the standard as an absolute restriction.

3. Review Possibility of Assistance toward Personal Assets, including Housing Support

Japan should review the possibility of providing assistance toward personal assets, including housing support. In view of damage assessment results and trends in donor support, it is important to review the possibility of Japan's providing assistance toward personal assets, including housing support, which is really the primary need in an extraordinary situation such as a disaster. Japan should, however, recognize the risks of providing aid supplies and other assistance to private individuals.

4. Set up a Task Team Specializing in Emergency Disaster Rehabilitation Assistance Primarily Based around the Embassy of Japan

In disaster support, a task team should be temporarily set up with a view toward supporting stricken countries, and this should be primarily based around the Japanese embassy within the country. Personnel dispatched by JICS and other related organizations should also be stationed as full-time members for a fixed time period. The purpose of this is to ensure more prompt and effective support by simplifying coordination and the line of command on the Japanese side.

5. Discuss Ideal Use of Non-project Grants and Yen Loans in Emergency Disaster Rehabilitation Assistance

Ideal use of non-project grants and yen loans in emergency disaster rehabilitation assistance should be discussed in advance. Specifically, for the use of non-project grants for long-term support due to a large-scale disaster, the following issues should be discussed from the viewpoint of securing useful, effective and efficient support that can respond to changes in needs within the affected area.

- Possibility of provision of grants in installments
- Possibility of incorporation of fund components appropriate for maintenance and management costs needed in construction and operation of facilities and infrastructure (which will be available within two or three years of completion)
- Arrangement of bid evaluation criteria for prompt support

Additionally, in relation to the definition of rehabilitation support, it is necessary to systematically clarify positioning of yen loans in emergency disaster rehabilitation assistance.

6. Improve PR in Emergency Disaster Rehabilitation Assistance

Improve PR(Public Relations) during emergency disaster rehabilitation assistance from the perspective of securing accountability and promotion of mutual understanding by: disclosing details of support and results of activities; involving professional PR personnel and journalists and utilizing media; providing easily comprehensible explanations; and taking efforts to formulate projects with simple and clear objectives and details.

7. Improve Assistance through Japan Trust Fund in International Financial Institutions

Ensure prompt and secure implementation of support that meets real local needs and effective use of support results by promoting formulation of projects under the leadership of the local mission, simplifying/accelerating the approval of projects, disclosing proceedings rules, improving on-site supervision of implementation, and constructing a mechanism for giving feedback on and sharing of monitoring results.

8. Set Emergency Disaster Rehabilitation Assistance Guidelines

Discuss ideal form of emergency disaster rehabilitation assistance in consideration of the aforementioned recommendations in order to set guidelines.

1-2. Outline of the study

(1) Purpose

Japan actively provides international cooperation while keenly recognizing the importance of disaster prevention and recovery as well as emergency support, based on its superior knowledge and technology forged from experience with past disasters it suffered.

Countries along the coastline of the Indian Ocean suffered unprecedented damage from the massive earthquake off the coast of Sumatra, Indonesia in December 2004 and the giant tsunami that resulted. Japan, in response, pledged an immediate grant aid of US\$500 million. Accounting for \$250 million of that amount, 14.6 billion yen was extended to Indonesia, 8 billion yen to Sri Lanka and 2 billion yen to the Maldives as bilateral (non-project) grants. The full amount of the bilateral grant aid was disbursed in January 2005. In addition, Japan offered a range of support with the provision of emergency assistance supplies for a series of disasters in Indonesia, including the July 2006 earthquake off the southwest coast of Java and its ensuing tsunami.

The evaluation study was for the purpose of comprehensively verifying policy relevance concerning Japan's support to countries affected by the tsunami, the effectiveness of the results and the appropriateness of processes to confirm outcomes of previous support and obtain lessons and recommendations that will contribute to more efficient and effective disaster assistance in the future. Through the disclosure of evaluation results, the study is also for achieving accountability to citizens and helping Japan's public relations activities regarding ODA by providing feedback to the concerned countries and other donors on the results.

(2) Subjects and time

The evaluation covers Japan's assistance to countries along the Indian Ocean that suffered acutely from the December 2004 tsunami that followed the major earthquake off the Sumatra coast. Analysis of the evaluation study covers bilateral grants and loans and technical cooperation including emergency assistance, along with simultaneous support through international organizations during disasters.

(3) Methodology

For analysis, policy objectives including actual support were first systematically clarified. The objectives were then verified from the viewpoints of policy relevance, effectiveness of results and appropriateness of processes. Lessons were then extracted while recommendations were given. The procedure began with preparation of an evaluation plan, followed by collection of information and data within Japan, a field survey, analysis of collected information and data, and preparation of a report.

Part II: Outline of Tsunami in Indian Ocean and Assistance for Rehabilitation and Reconstruction

2-1. Tsunami and Response from the International Community

At 9:58 a.m. (Japan time) on December 26, 2004, a major earthquake, estimated at a magnitude of 9.0, hit off the west coast of North Sumatra. It was judged to be the largest scale earthquake in 40 years, and triggered a massive tsunami and tremendous damage to countries along the Indian Ocean. The number of victims totaled approximately 2,060,000, with about 230,000 dead or missing, and total damage valued at over \$6.8 billion.

The international community rapidly responded to this unprecedented disaster. By January 1, 2005, over 40 nations showed their intent to give support with a total of over \$2 billion. A special summit organized by ASEAN (the "tsunami summit") was held in Jakarta on January 6 with representatives from 29 countries, regions and international organizations attending. At the summit, then UN Secretary General Kofi Annan issued a flash appeal for \$977 million to satisfy the need for six months of urgent support. In addition, the international community was also asked to bear the necessary costs of middle- and long-term rehabilitation and reconstruction.

The high level of interest held by the international community provided the largest scale of economic assistance ever following a natural disaster. The total of declared assistance including donations from private entities reached upward of \$13.5 billion. Government-pledged assistance totaled \$5.9 billion, over a half of which came from six donors: the US, Germany, the European Commission (EC), Japan, France and Australia.

2-2. Basic Policy of Japan's Post-tsunami Assistance

The Japanese government took action while establishing an emergency headquarters within the Ministry of Foreign Affairs on December 26, 2004, the day of the tsunami. The prime minister's remarks were released on January 1, 2005, conveying the country's basic policy of post-tsunami support: support would be provided in three ways - funds, knowledge and personnel. This was based on discussion between the Asian and Oceanian Affairs Bureau and the Economic Cooperation Bureau led by the Director-General of the Asian and Oceanian Affairs Bureau. The remarks also introduced a grant of \$500 million.

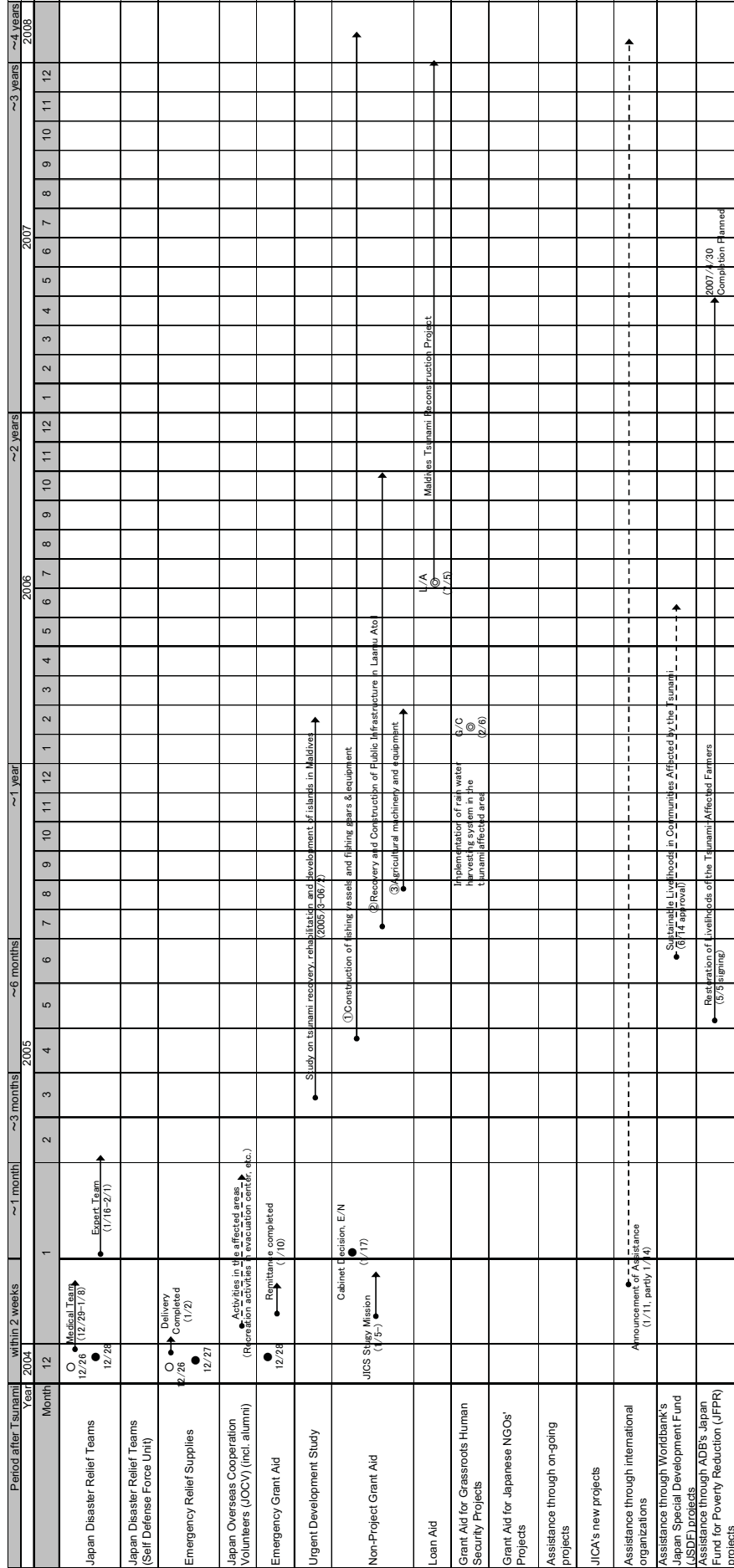
Charts 1, 2 and 3 show the overviews of Japan's post-tsunami assistance provided in Indonesia, Sri Lanka and the Maldives.

Chart 2: Japan's Post-tsunami Assistance in Sri Lanka

Period after (tsunami) Year, 2004	~1 month			~3 months			~6 months			~1 year			~2 years			~3 years			~4 years										
	Month	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12			
Japan Disaster Relief Teams																													
Japan Disaster Relief Teams (Self Defense Force Unit)																													
Emergency Relief Supplies																													
Japan Overseas Cooperation Volunteers (JOCV) (incl. alumni)																													
Emergency Grant Aid																													
Urgent Development Study																													
Non-Project Grant Aid																													
Loan Aid																													
Grant Aid for Grassroots Human Security Projects																													
Grant Aid for Japanese NGOs' Projects																													
Assistance through on-going projects																													
JICA's new projects																													
Assistance through international organizations																													
Assistance through Worldbank's Japan Special Development Fund (JSDF) projects																													
Assistance through ADB's Japan Fund for Poverty Reduction (JFPR) projects																													

O: Request from GOSL
 Note: The periods of Worldbank's JSDF projects are temporarily depicted as one year in the chart, because no information is available.

Chart 3: Japan's Post-tsunami Assistance in the Maldives



Note: The periods of Worldbank's JSDF projects are temporarily depicted as one year in the chart, because no information is available.

Source: Evaluation team

Part III: Evaluation Results

3-1. Indonesia

(1) Effectiveness of results

To summarize the evaluation results, Japan's assistance to Indonesia was found to generally be effective during the emergency rescue period, with promptness and a highly valued presence. Non-project grants were used to maximum advantage in fulfilling the objective of support during the rehabilitation and reconstruction period. However, the contribution was not great in a quantitative sense in comparison to the scale of support among donors, although each project generally ensured a sufficient level of contribution. Most of the support showed necessity and usefulness. The projects implemented in the early stages seem to be more essential. In spite of this, some projects appeared to be less effective at this point due to difficulty in collaboration with other donor's projects and the low frequency of use of provided facilities, although usefulness was seen in terms of the nature of the projects. On the other hand, recognition of the assistance being provided by Japan appeared to be insufficient.

The major contribution of Japan's rehabilitation assistance is characterized by four points. It was generally judged as appropriate rehabilitation and reconstruction support.

- Contribution to the restoration of lost fundamental infrastructure
- Contribution to provision and maintenance of social services essential for people's lives
- Provision of equipment, materials and services on which securing of livelihood is based
- Contribution to arrangement of disaster-prevention facilities

(2) Appropriateness of processes

In Indonesia, urgent action took precedence over arguments within the ODA task force at the initial stage (until about three months after the earthquake). As its basic policy for support, Japan emphasized on satisfying local needs. The Japanese embassy and other organizations in the field had to, for the time being, ensure necessary support in a prompt manner by utilizing the given schemes and funding.

The process of Japan's assistance during the emergency rescue period in Indonesia was generally appropriate except for a part that could not be assessed for its appropriateness of operations and degree of alignment with targets.

Many factors were intricately intertwined, which affected progress of the support process in Indonesia's rehabilitation and reconstruction period. The general stalemate of donor support is partly attributable to the delayed integration of coordinators within the Indonesian government and poor communication among Indonesian administrative bodies. Moreover, the tsunami claimed thousands of lives, diminishing the administrative/coordination capacities of Aceh province, and a number of donors and NGOs rushed to the province without sufficient coordination. All these factors also contributed to exacerbated confusion. Under such circumstances, Japan, on the whole, managed and implemented the post-tsunami assistance process promptly and accurately by utilizing organizational and personnel connections between the two countries that had been cultivated through Japan's past assistance to the country. Some issues remained concerning non-project grants: insufficiency in the function of studying and formulation of project-type assistance; and unsatisfactory supervision of progress and non-fulfillment of

contracts as a result of relaxation of procurement conditions.

3-2. Sri Lanka

(1) Effectiveness of results

To summarize the evaluation results, Japan's assistance to Sri Lanka displayed a strong presence with a high level of promptness during the emergency rescue period. Japan played an important part in the rehabilitation and reconstruction period while including support aimed at development beyond the scope of mere rehabilitation. The assistance was effective, maximally taking advantage of the non-project grant scheme. Japan's assistance to Sri Lanka ensured a relatively high quantitative contribution with high effectiveness, along with a good degree of necessity and usefulness. The support was generally appropriate in terms of aid recognized as being provided by Japan although activity was more restrained than other donors. There was room for improvement in formation of symbolic projects and PR activities.

The major contribution of Japan's rehabilitation support to Sri Lanka is characterized by four points. Japan played an important role in rehabilitation and reconstruction in the devastated area.

- Contribution to the restoration of lost fundamental infrastructure
- Contribution to provision and maintenance of social services essential for people's lives
- Provision of equipment, materials and services on which securing of livelihood is based
- Contribution to promotion of unification of communities of different ethnic groups and communities of devastated villages and surrounding villages

While assistance was given in line with the objective of rehabilitation, support for development, beyond the scope of rehabilitation, was also provided.

(2) Appropriateness of processes

The basic policy of post-tsunami assistance in Sri Lanka was determined based on discussions of the ODA task force under the initiative of the Embassy of Japan. At the meeting of the ODA task force held on January 1, 2005, a consensus was gained on the idea that Japan should propose a new system of assistance for what was the widest and largest disaster ever, and not apply its conventional form of assistance. This opinion was conveyed to Tokyo. The field missions shared another important basic policy and were clearly aware that support was to respond to each of three stages: an initial period, restoration to the original state, and reconstruction and development. Japan's post-tsunami assistance in Sri Lanka tried to ensure all-around action, including long-term reconstruction, through cooperation among related organizations and organic combinations of all schemes. It is also characterized by local-led implementation of support, mainly based on the ODA task force.

The process of Japan's assistance to Sri Lanka in the emergency rescue period was generally appropriate in terms of the appropriateness of operations and degree of alignment with targets.

Japan began assistance in the rehabilitation and reconstruction period in the early stages while viewing the entire process, from the emergency period to long-term reconstruction and development. This approach aligned with the Sri Lankan government's policy of "Build Back Better." For non-project grants, Japan was quick to clearly express an amount of support, 8 billion yen, and had consultation on the contents of support based on the

amount. Resultantly, the preparation period for the projects was drastically reduced. The strategic utilization of an urgent development study also helped lay the groundwork for early commencement of support. Therefore, the process of Japan's post-tsunami support for Sri Lanka was judged to have generally been managed and implemented promptly and appropriately.

On the other hand, to promote prompt preparation for projects in non-project grant aid, the design-build system was employed for selection of contractors for construction. In reality, however, a great deal of time and effort is reported to have been necessary as these contractors had poor understanding of the system.

3-3. The Maldives

(1) Effectiveness of results

Japan's assistance in the Maldives showed high promptness and presence during the emergency rescue period and was then effective in meeting the objectives of rehabilitation and reconstruction during that successive period.

Japan's assistance for rehabilitation and reconstruction in the Maldives focused on repair and provision of equipment and tools used for restoration of tsunami-damaged fundamental infrastructure on the basis of securing livelihoods. This aligns with needs for support expressed by the Maldives. Therefore, the necessity and usefulness of the assistance was generally high although some cases were found to be beyond the scope of rehabilitation and reconstruction. Viewing current situations regarding the projects done by Japan, some projects are found highly effective while effectiveness has not yet been observed in others.

Residents in the affected area appear to have been highly aware of Japan's assistance. However, some donors proactively engaged in more conspicuous and symbolic support. If importance is placed on aid being from Japan, it is necessary to formulate projects in consideration of awareness of the supported areas and conspicuity of the projects.

(2) Appropriateness of processes

The basic policy on post-tsunami assistance in the Maldives was formed in the way that the ODA task force held discussion under the initiative of the Embassy of Japan in Sri Lanka, similar to the case of the tsunami assistance in Sri Lanka. Japan-related organizations in the field accepted usage of non-project grants positively. Similarly to the support in Sri Lanka, the ODA task force defined the basic roles of Japan-related organizations to decide basic policy in consideration of three stages: an initial period, restoration to the original state, and reconstruction and development. In the Maldives, it seems that priority was given to identification of needs since the scale of damage there was not sufficiently clarified at the beginning.

The process of Japan's assistance in the emergency rescue period was generally appropriate in terms of appropriateness of operations and degree of alignment with targets.

The prompt implementation of assistance by the non-project grant aid operation and management committee is commendable although the initial rehabilitation and reconstruction appeared to be rather late. On the other hand, in some projects, the local-led process of deciding assistance by the non-project grant operation and management committee resulted in support beyond the scope of rehabilitation and reconstruction from tsunami damage.

3-4. Japan's post-tsunami assistance via international organizations

In this section, evaluation results of Japan's \$250 million of post-tsunami assistance via international organizations and its rehabilitation and reconstruction assistance for tsunami victims via Japanese trust funds set up within the World Bank and Asian Development Bank (ADB) are outlined.

(1) Assistance through contribution to UN organizations and others

a. Outline of contribution by Japan

At the tsunami summit on January 6, 2005, Japan officially announced that, out of the \$500 million that had been pledged as assistance on January 1, 2005, \$250 million would be used via international organizations. The amount of support from Japan (total amount through international organizations including the International Federation of Red Cross and Red Crescent Societies) accounted for about a third of \$756 million, or the largest portion, of the total amount pledged in response to the UN flash appeal at the ministerial-level donor meeting on January 11, 2005.

b. Effectiveness of results

(a) Prompt expense as urgent support: In response to the UN flash appeal, earlier than other countries, the Japanese government completed its contribution in full on January 21, 2005, while positioning the support via international organizations as emergency assistance.

(b) High degree of contribution to various organizations: The contribution by Japan in response to the flash appeal accounted for about a quarter (23.5%) of the total amount of the appeal initially. In terms of government funding, Japan was the greatest contributor to the flash appeal.

(c) Presentation-conscious contribution (IOM and ISDR): Promptness was emphasized and the presence related to funding was aimed at in that a large amount of funding was allocated to major organizations which were expected to ensure more prompt support as emergency humanitarian assistance bodies. At the same time, a unique presentation by Japan was taken into account in contributions, such as support to the International Organization for Migration (IOM) and the International Strategy for Disaster Reduction (ISDR).

(d) Promotion of housing support through the use of international organizations (IOM and HABITAT): Japan proactively promoted cooperation with IOM in Indonesia as a means of securing presence in the area of housing support. In Sri Lanka, Japan gave support to construction of permanent housing by the United Nations Human Settlements Program (UN-HABITAT) in addition to support for the IOM temporary housing construction project.

(2) Assistance through trust funds in international financial institutions

a. Japan Social Development Fund (JSDF) of the World Bank

(a) Outline of JSDF and grants for post-tsunami recovery measures

The comprehensive goal of the Japan Social Development Fund (JSDF), set up in June 2000, was providing grants for support of innovative social programs for poverty reduction in targeted developing countries. Requisites for JSDF projects include: (i) innovativeness, (ii) direct response to needs of the vulnerable, (iii) promptness, demonstrability and continued benefits for target groups, and (iv) capacity development and promotion of participation by the people concerned.

The Japanese government consented to the use of JSDF grants for supporting

rehabilitation of tsunami victims, agreeing that a grant of up to \$20 million would be contributed. Some restrictions on use were loosened given the extraordinary situation of this unprecedented major disaster. The Japanese government approved 14 grants for rehabilitation from tsunami damage in six countries by the end of FY2007: Indonesia, the Maldives, Sri Lanka, Thailand, Somalia and the Republic of Seychelles. One of the grants was cancelled in Indonesia.

(b) Evaluation of JSDF projects

Many projects were still not completed at the time of the evaluation study. Therefore, the basic data for assessment is limited. In terms of relevance, innovativeness, which is one of the four JSDF project requisites, cannot be judged in terms of whether it is applicable to all of the five projects. However, all of the projects appear to be relevant related to the other requisites. From the viewpoint of effectiveness, positive judgment is possible on four unfinished projects in Indonesia and one in Sri Lanka. Nevertheless, it is still too early to assess the impact. In terms of sustainability, capacity development is included in components of projects implemented in the two countries. Therefore, it seemed that sustainability was generally secured.

b. Japan Fund for Poverty Reduction (JFPR) of Asian Development Bank

(a) Outline of JFPR and tsunami support projects

Established in March 2000, the Japan Fund for Poverty Reduction (JFPR) gives direct grants to the poorest and most vulnerable groups among ADB developing member countries (DMCs) in the course of long-term socioeconomic development. Nine of the post-tsunami support projects by JFPR were approved for India, Indonesia, the Maldives and Sri Lanka. Among them, "Supporting Community Health Care Initiatives in Nanggroe Aceh Darussalam" was cancelled because of difficulty in implementation due to the time required to identify needs.

(b) Evaluation of JFPR projects

Five JFPR projects in Indonesia do not always show favorable performance in terms of relevance, effectiveness, impact, and sustainability. Two JFPR projects in Sri Lanka are advancing much faster than those in Indonesia, exhibiting high relevance and positive effectiveness and impact, although there is concern about sustainability.

Taking the above assessment into account, there is room for improvement in project formulation that would greatly affect the relevance and maturity of details of JFPR projects. It is important for local missions to take further leadership in the formulation process. Project formulation based on an insufficient assessment of needs may subsequently lead to further delayed project implementation even if urgent rehabilitation support requires fast action. Also, amid post-disaster confusion difficulty can be assumed in arranging a sufficient system for implementation, so it is important to form simple projects to increase the effectiveness and sustainability of the support.

3-5. Cross-sectional analysis of non-project grant projects

Projects of non-project grant aid in three recipient countries were evaluated through cross-sectional analysis with a focus on non-project grants, which are the key form of bilateral, post-tsunami support from Japan.

Assistance with non-project grants was not primarily used in the emergency rescue period, partly because other support schemes were simultaneously applied. This did, however, work in some projects in which urgent needs were met by providing emergency supplies and water tank trucks during this period. On the other hand, non-project grants

were used in a range of areas and many highly useful projects were formed and implemented in the rehabilitation and reconstruction period. In spite of this, awareness of projects does not necessarily correlate with effectiveness. Low self-containment of projects is regarded as a key factor for low effectiveness among non-project grant projects. Disaster rehabilitation projects are always accompanied by some type of confusion. Some projects showed decreased effectiveness due to the unexpectedly poor coordination with other projects of other donors or the recipient country.

Trend or pattern of non-project grants tends to differ depending on the country. In Indonesia, where donor support was concentrated, some projects were judged less useful in the later stages of support. This was presumably due to saturation of donor support in the later stages. In contrast with this tendency, awareness grows as the stage of support progresses. This may be attributable to the higher recognition of formulating more “visible” projects indicating the aid provided by Japan, if there is little difference in the degree of support needs as the number of candidate projects decreases.

In Sri Lanka, projects of non-project grants formed in early stages were related to humanitarian support. Over time, the importance in assistance gradually shifted from rehabilitation to developmental support. Projects in the country tend to generally show high effectiveness and relatively high awareness. This is partly because Japan’s position as the leading donor in the country worked positively.

Projects of non-project grants in the Maldives served as effective assistance, with the focus on rehabilitation. In spite of this, some projects went beyond the scope of post-tsunami support.

3-6. Relevance of policies

(1) Consistency with higher policies (ODA Charter)

Japan’s assistance was judged as sufficiently consistent with its higher policies, following assessment of consistency between the ODA Charter and post-tsunami support focusing on the charter’s philosophy (objectives, policies and priorities), and assessment made on the relevance of the post-tsunami assistance process in terms of principle of ODA implementation and formulation and implementation of ODA policy prescribed in the charter.

(2) Consistency with needs for assistance

Japan’s post-tsunami assistance was generally considered to have high consistency with support needs of stricken countries, while possessing a strong reputation in the recipient countries, as already confirmed through an assessment of the effectiveness of results. This is greatly attributable to the formation of projects at the local level after grant provision according to recipients’ support needs, because non-project grants were used as the central assistance scheme.

(3) Consistency with trends in support in the international community

Japan’s post-tsunami assistance is generally consistent with trends in support within the international community. The proportion of Japan’s assistance to the entire support funds is relatively low despite the comparatively large scale of contribution by Japan. This indicates that the international community and Japan shared the same recognition of the unprecedented tsunami damage.

Regarding details of assistance, there is difference in policies and fields of importance among donors. Especially in housing support there was noticeable difference found

between Japan and other donors. Japan only provided support for construction of housing under community development in Sri Lanka because housing support meant direct support of personal assets. Undoubtedly, housing is a primary necessity for disaster victims. It is important to pursue discussion on the feasibility of housing support while it is valid to say that Japan did not give pure housing support in order to maintain its policy.

(4) Relevance in the way of disaster rehabilitation assistance

There was no government document regarded as a prevailing policy on emergency disaster rehabilitation support following a tsunami. There are currently no clear grounds for assessing policy relevance regarding post-tsunami assistance from the viewpoint of disaster rehabilitation. In spite of this, assistance was generally relevant in consideration of circumstances surrounding post-tsunami assistance for stricken countries and in Japan. However, some projects appeared to be excessive in terms of their consistency with disaster support within Japan.

3-7. Lessons obtained from Japan's post-tsunami assistance

Lessons obtained are as follows:

(1) Lessons concerning principles of Japan's future implementation of post-disaster assistance

a. Need to discuss objective of post-disaster assistance

The objective of post-disaster assistance should be assumed in an integrated manner beforehand so as to prevent disproportionate wealth distribution in devastated post-disaster areas from the viewpoint of balancing public support to domestic disasters and harmonizing national land development in stricken countries.

b. Need to discuss response to the "blank period" in assistance

While it goes without saying that it is important to give seamless support to victims, the first thing to do is discuss whether the "blank period" should be eliminated by Japan's sole support or in some other way.

c. Consideration of relative decrease of visibility in major disaster assistance

It is important to discuss in advance the balance between urgent and crucial projects and more symbolic projects for which both middle- and long-term effects are expected.

d. Need to discuss response to key needs in major disasters

There is room for review of Japan's response to support for personal assets, which is a major need in an extraordinary circumstance such as a disaster, while this has not been provided by Japan's conventional style of support.

(2) Lessons relating to areas to be improved/noted in relation to methodology of assistance implementation

a. Need to discuss method of announcing support following large-scale disaster

In major disasters, the needs of a recipient country or victims change over time. At the same time, other donors' support also progresses. It is preferable for Japan to promptly show strong commitment to support toward the recipient country and donor community and secure flexibility of the final scale, details and selection of support schemes. There is room for discussion on the way in which an amount is offered and schemes to be employed are

assumed, and in which a decision is announced when pledging an amount for assistance.

b. Importance of identification of information pipeline in recipient country's government and importance of support for system improvement

In large-scale disaster support, it is extremely important to identify the pipeline of the recipient country's government to be selected and secured for Japan's assistance in consideration of the sociopolitical situation of the devastated country, the state of damage, the relations with donors and Japan, and other elements.

c. Need to consider trade-off between precision of project formulation and promptness of assistance

It is important to discuss the trade-off between precision of project formulation and promptness of rehabilitation and reconstruction assistance.

d. Need to take into account the risk inherent in collaboration-based projects in major disasters

In identifying assistance projects in post-disaster situation that is fluid, it is necessary to take into account that mutually supplementary projects based on collaboration with other donors or a recipient's government have the possibility of the impaired speed and effectiveness that can be expected from sole implementation of the same support, since there is assumed to be a relatively high risk of failure in such collaboration-based projects in which the assistance does not deliver benefits.

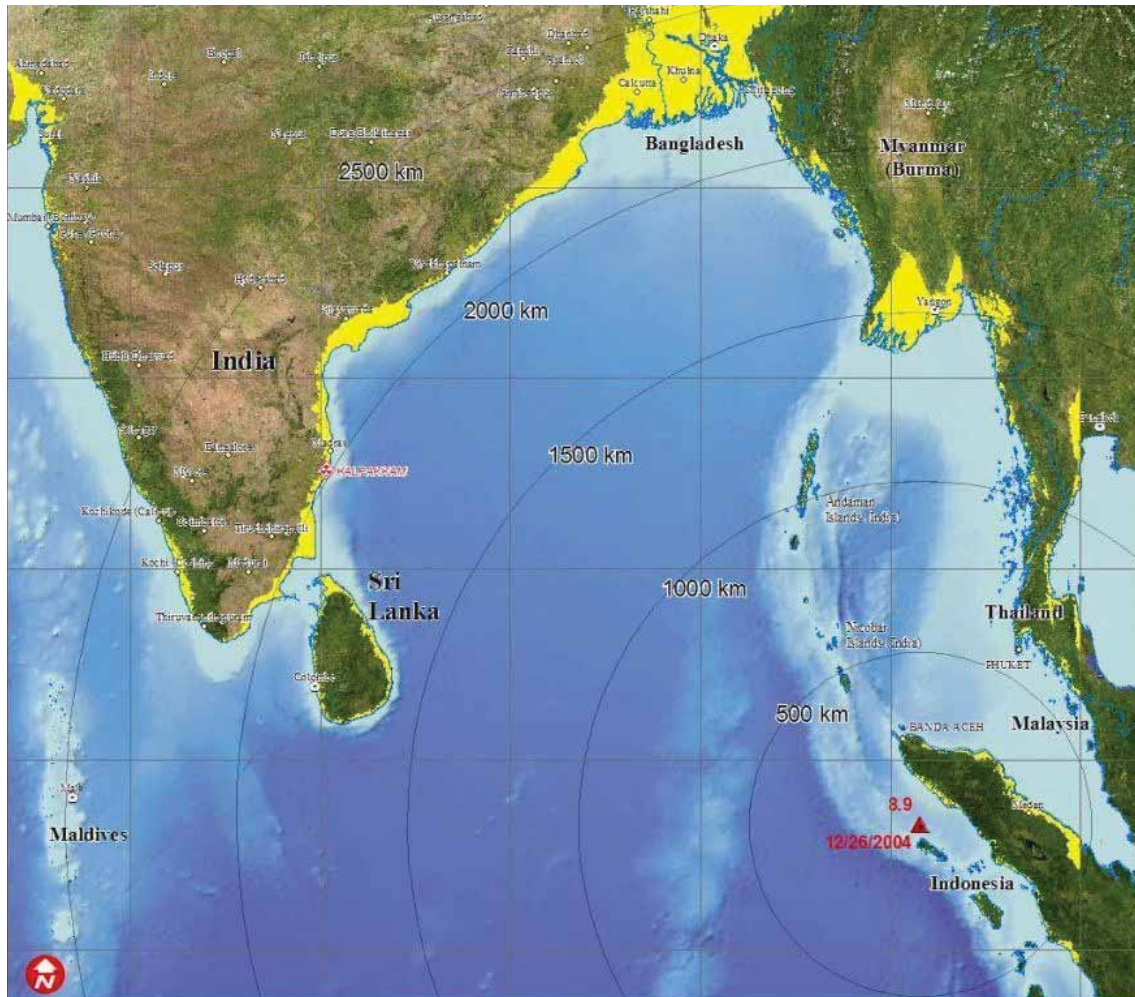
e. Need to improve coherent PR function throughout disaster assistance

It is important to strategically and actively advertise activities of the Japan Disaster Relief Team during the emergency stage from the viewpoint of visible aid being from Japan. It is also important to ensure continued and consistent follow-up during the emergency period, rehabilitation and reconstruction period, and after projects are completed and the provided facilities, equipment and materials begin in use. This challenge also includes future discussion on continued explanation to Japanese citizens and a way of raising and maintaining high media interest.

f. Need to improve support using Japan Trust Fund for disaster assistance requiring promptness and flexibility

For the provision of disaster assistance through Japan's trust fund, it is necessary to improve conditions, processes, formulation of projects, management and other factors, considering the nature of post-disaster assistance that requires prompt and flexible response to changes in needs in a devastated country.

Map of the Areas Affected by the Major Earthquake Off the Coast of Sumatra and the Tsunami in the Indian Ocean



Source: UNOSAT Project (UNITAR/UNOPS)

Photos of the Field Survey (Indonesia)



Bank Strengthening Works [Non-Project Grant Aid]



Reconstruction Work at Fishing Facilities (fishing boats) [Non-Project Grant Aid]



Evacuation tower/Community Hall [Non-Project Grant Aid]



University IAIN Ar-Raniry (post-graduate school) [Non-Project Grant Aid]



Pasar Aceh Shopping Center [Non-Project Grant Aid]



USAID's West Coast Road Construction Project (Banda Aceh – Chalang)

Photos of the Field Survey (Sri Lanka)



Interview with Department of External Resources (ERD), Ministry of Finance and Planning



Sri Sumangala College [Non-Project Grant Aid]



Ahangama Bridge [Non-Project Grant Aid]



Ahangama Police Station [Non-Project Grant Aid]



Rehabilitation of Galle Port [Non-Project Grant Aid]



Japan-Sri Lanka Friendship Village (Hijira Nagar) [Non-Project Grant Aid; Technical Cooperation Project] : photo provided by Ms. I. Imasato, JICA expert

Photos of the Field Survey (Maldives)



Interview with Ministry of Atolls Development



Administrative Office/ Multi-Purpose Building in Gan Island, Laamu Atoll [Non-Project Grant Aid]



Administrative Office/ Multi-Purpose Building in Gan Island, Laamu Atoll [Non-Project Grant Aid]



Administrative Office in Fonadhoo Island, Laamu Atoll [Non-Project Grant Aid]



Causeway in Laamu Atoll [Non-Project Grant Aid]



Causeway in Laamu Atoll [Non-Project Grant Aid]