Internal Ex-Post Evaluation for Technical Cooperation Project

conducted by China Office: March, 2026

Country Name	The Project on Legal Development for Improvement of Market Economy and People's Wellbeing
People's Republic of China	

I. Project Outline

Background	In China, based on the basic policy of governing the country by law, legislative works have been carried out by the Legislative Affairs Commission, the legislative organ of the Standing Committee of the National People's Congress (NPC). Meanwhile, with the rapid socioeconomic development of China, new issues that could not be solved by the existing laws and regulations have rapidly increased. Therefore, it was urgently needed to revise laws and regulations to reflect the actual socioeconomic situation and the latest international standards. In addition, in order to create an environment for the shift in economic development approach, amendments were also needed to business-related laws including the Companies Act and the Copyright Act. Amendments to social security laws to improve the living standard of the people and environment and resource conservation related laws such as the Environmental Protection Act and the Air Pollution Prevention and Control Act were also urgent issues. The Legislative Affairs Commission has also worked on improving systems to enhance the quality of legislation including bill drafting and post-enactment evaluation, and systems to ensure the effective operation of the legal system.		
Objectives of the Project	Through compiling research findings on the Japan's legal system and its operation as well as Japan's legislative process and post-enactment evaluation (policy evaluation) experience, the project aims to promote the legislation and amendment of high-quality and viable economic and social laws using Japan's legislative experience as a reference, thereby contributing to the establishment of a legal system that will support China's deepening of the economic system reform, ensuring and improving people's wellbeing, and realizing a resource-saving and environment-friendly society. 1. Overall Goal: A legal system that will support China's deepening of economic system reform, securing and improving people's wellbeing, and realizing a resource-saving and environment-friendly society will be established. 2. Project Purpose: Legislation and amendment of high-quality and viable economic and social laws using Japan's legislative experience as reference are promoted.		
Activities of the Project	1. Project Site: Beijing 2. Main Activities: 1) Compiling research findings on the Japan's legal system and their operation in relation to the laws and regulations targeted by the project to serve as references for legislation in relevant legal fields in China. 2) Compiling research findings on Japan's experience of law-making process and post-enactment evaluation (policy evaluation) to serve as references for improvement of the quality of law-making process and law enforcement in China. 3. Inputs (to carry out above activities) Japanese Side 1) Experts: 38 persons 2) Trainees Received: 391 persons Chinese Side 1) Staff Allocated: 30 persons 2) Facilities and Equipment: Project office 3) Local cost: Utility cost for the project office (electricity, water and telephone)		
Project Period	Ex-ante: 16 June 2014 – 15 June 2017 (36 months) Actual: 25 June 2014 – 31 March 2021 (81 months)	Project Cost (Japanese side only)	Ex-ante: 220 million yen Actual: 386 million yen
Implementing Agency	The General Office of the Legislative Affairs Commission of the Standing Committee of the National People's Congress		
Cooperation Agency in Japan	Ministry of Justice, Patent Agency, and other government agencies; Supreme Court of Japan, Japan Federation of Bar Associations, universities, and other related organizations		

II. Result of the Evaluation

1 Relevance/Coherence

[Relevance]

<Consistency with the Development Policy of China at the Time of Ex-Ante Evaluation>

The project was consistent with the development policy of China at the time of ex-ante evaluation. In March 2013, under the new system established by the Standing Committee of the 12th NPC, the "Five-year Legislative Plan" was adopted. The plan placed high priority on the legal system development for the sound development of a market economy, securing the people's wellbeing, protecting the environment and ecosystems, and building an environment conservation society.

<Consistency with the Development Needs of China at the Time of Ex-Ante Evaluation>

The project was consistent with the development needs of China at the time of ex-ante evaluation. It was urgently needed to amend laws to cope with new issues that could not be solved by the existing laws and regulations, such as a surge in new challenges associated with the rapid development of China's economy and society, latest socioeconomic environment and international standards, the shift in Chinese economic development approach. Revisions of laws to improve the living standard of the people and environment and resource conservation were also urgent issues. It was also needed to improve systems including the bill drafting system and policy evaluation to improve the quality of legislation and operate the legal system effectively.

<Appropriateness of Project Design/Approach>

The project design/approach was appropriate. The project aimed to amend laws to equally protect the rights of all Chinese citizens including the socially vulnerable people. Therefore, the project design/approach was appropriate as a means of solving social issues. Additionally, both sides of Japan and China planned to solve the challenges by providing a wide range of support systems including the legal profession, research institutions, and private organizations. Therefore, the project design/approach was also appropriate as a means of solving issues and challenges. No problem attributed to the project design/approach was confirmed.

<Evaluation Result>

In light of the above, the relevance of the project is ③[1].

[Coherence]

<Consistency with Japan's ODA Policy at the Time of Ex-Ante Evaluation>

The project was consistent with the Japan's ODA policy to China at the time of ex-post evaluation. "The Economic Cooperation Plan for China" (October 2001) listed assistance for the reform and open policy as one of the priority areas of economic cooperation. One of the measures for that was assistance for strengthening governance including the establishment of legal systems. Besides, the project planned to amend the "Environmental Protection Act" to protect the environment and natural resources. This was consistent with the cooperation to solve environmental and other global issues, which was one of the priority areas of the "Economic Cooperation Plan for China."

<Collaboration/Coordination with JICA's Other Interventions>

No collaboration/coordination between the project and JICA's other intervention was clearly planned at the time of ex-ante evaluation and during the project period.

<Cooperation with other institutions/ Coordination with International Framework>

No cooperation/coordination with other institutions was clearly planned at the time of ex-ante evaluation or during the project period.

<Evaluation Result>

In light of the above, the coherence of the project is ②.

[Evaluation Result of Relevance/Coherence]

In the light above, the relevance/coherence of the project is ③.

2 Effectiveness/Impact

<Status of Achievement of the Project Purpose at the Time of Project Completion>

At the time of project completion, the Project Purpose was achieved as planned. Japan's legislative experience was referred to in drafting the targeted bills, thus the spirit of the law such as the expansion of local legislative authority and the principle of no taxation without law as well as specific methods for amending laws were reflected in the bills (Indicator 1). Through the project, a system for public comments on law amendment was established, which increased opportunities to reflect China's socioeconomic situation and needs in the legislative process (Indicator 2). Information about the operation system of Japanese law enforcement and operation agencies was obtained through the training in Japan. The information was shared with a number of relevant organizations at seminars in China and used as references for drafting bills (Indicator 3). In addition to the laws and legal system of Japan, laws such as the civil code of Germany, the civil code of France, the "Convention on the Rights of the Child," and legal systems of Europe, the United States, and other countries, were widely referred to (Indicator 4).

<Continuation Status of Project Effects at the Time of Ex-Post Evaluation>

By the time of the ex-post evaluation, the project effects have been continued. After the completion of the project, the laws and legal systems of Japan and other countries have been extensively referred to enactment and amendment of laws and regulations, including the "Family Education Promotion Law" (2021), the "Administrative Appeal Act "(2023), and others. Those bills were drafted reflecting social and economic situations and needs through the public comment system. In addition, the "Patent Law"[2](2020) was amended with reference to international standards, and the protection period for design rights has been extended in order to join the "Hague Agreement Concerning the International Registration of Industrial Designs." Laws and regulations have thus been enacted and amended with an eye on international trends.

<Status of Achievement of the Overall Goal at the Time of Ex-Post Evaluation>

At the time of ex-post evaluation, the Overall Goal has been achieved as planned. Newly enacted and amended laws and regulations and their enforcement were in line with China's policies on economic system reform, people's wellbeing security, resource conservation, environment protection, and others specified by the China's "Five-Year Plan," the decisions of the Fourth Plenary Session of the 18th Central Committee of the Communist Party of China, and other policies. They included sharing the outcomes of social development through the Charity Law[3] (2016, amended in 2023), building a scientific and technological powerhouse through the "Patent Law" (2020), and others.

<Other Impacts at the Time of Ex-Post Evaluation>

Although quantitative data was not available, the enactment and amendment of laws that reflect the knowledge and information of Japan and other countries and the needs of the Chinese society have had significant impacts on improving the welfare of the Chinese people, including the gender impact by the "Domestic Violence Prevention Law" (2016) and the "Law on the Protection of Women's Rights and Interests" (amended in 2022). In addition, through the project, wide and good communication channels have been created among various related organizations in both Japan and China. The project marked the end of Japan's official development assistance (ODA) to China, but efforts were made to find ways of exchanging information without using the scheme of ODA. As a result, productive and beneficial exchanges have continued after the completion of the project, including visits by Chinese representatives to Japan and online exchanges of opinions on enactment and amendment of laws.

<Evaluation Result>

In light of the above, the effectiveness/impact of the project is ③.

[1] ④ : very high, ③ : high, ② : moderately low, ① : low

[2] Law on the promotion of invention patents, utility models, and design creation, as well as the protection of the legal rights of patent holders.

[3] Law on the promotion of charity works, rules governing charitable activities, and the protection of the legal rights of those involved in charitable activities.

Achievement of Project Purpose and Overall Goal

Aim	Indicators	Results	Source
Project Purpose: Legislation and amendment of high-quality and viable economic and social laws using Japan's legislative experience as reference is promoted.	Indicator 1: Knowledge and information compiled in research findings is referred to in drafting the bills of the targeted laws.	Status of Achievement (Status of the Continuation): achieved as planned (continued) <Project Completion> Expansion of local legislative authority, the principle of no taxation without law, and methods for amending laws in the Legislation Law, and provisions for investor suitability management in the Securities Law were revised referring to relevant laws and regulations of Japan. Japan's legislative experience was also referred to in many of the provisions of the "Cybersecurity Act," the "General Provisions of the Civil Code," and the compilation of the "Civil Code." <Ex-Post Evaluation> After the completion of the project, knowledge and experience of Japanese public-service corporations on the provision of social services was referred to for enactment of the "Family Education Promotion Law" (2021) and the "Barrier-Free Environment Creation Law" (2023). For amending the "Administrative Penalty Law" (2021) and the "Administrative Appeal Act" (2023), comparative studies were conducted on the legislative status of administrative procedures, related legal systems and their implementation, and other relevant issues in Japan and other countries.	Terminal Evaluation Report, General Office of the Legislative Affairs Commission
	Indicator 2: China's socioeconomic situation and needs are referred to in drafting the bills of the targeted laws.	Status of Achievement (Status of the Continuation): achieved as planned (continued) <Project Completion> Systems such as the public comment system to reflect society's needs and opinions were improved by the amendment of the "Legislation Law." Following the amendment of the "Legislation Law," two rounds of public comment in principle have been held for drafting bills by the NPC and its Standing Committee including laws targeted by the project. This has increased the opportunities to reflect the situation and needs of the Chinese society and the economy in the legislative process. <Ex-Post Evaluation> Applying the public comment system stated above, the situations and needs of Chinese society and the economy were reflected in the enactment and amendment of laws that were made after the completion of the project, such as the "Family Education Promotion Law" (2021), the "Barrier-Free Environment Creation Law" (2023), the "Administrative Penalty Law" (amended in 2021), the "Administrative Appeal Act" (amended in 2023), and others.	Terminal Evaluation Report, General Office of the Legislative Affairs Commission
	Indicator 3: Information about the operation systems of Japanese law enforcement and operation agencies is referred to in drafting the bills of the targeted laws.	Status of Achievement (Status of the Continuation): achieved as planned (continued) <Project Completion> Relating to the amendment of the Legislation Law, Japanese operation systems of the Legislative Bureau of the House of Representatives, the Cabinet Legislation Bureau, the Civil Affairs Bureau of the Ministry of Justice, local governments, and other agencies were introduced in the training in Japan. The information was shared with a number of related organizations at seminars in China attended by the Regulations Recording and Review Office of the Legislative	Terminal Evaluation Report, General Office of the Legislative Affairs Commission

		Affairs Commission, the Legislative Affairs Commission of the Standing Committee of Beijing Municipal People's Congress, and the Regulations Recording and Review Offices of the standing committees of Local People's Congresses, and others. The information was referenced to study China's operation of the bill drafting system. Bills of other targeted laws were drafted in manners alike. <Ex-Post Evaluation> After the completion of the project, not only the contents of the bills but also information about the operation systems of Japan's law enforcement and operation agencies obtained through the project were used as references for enacting and amending laws such as the "Family Education Promotion Law" (2021), the "Barrier-Free Environment Creation Law" (2023), the "Administrative Penalty Law" (amended in 2021), the "Administrative Appeal Act" (amended in 2023), and others.	
	Indicator 4: International standards are referred to in drafting the bills of the targeted laws.	Status of Achievement (Status of the Continuation): achieved as planned (continued) <Project Completion> In addition to the laws and legal system of Japan, various laws and systems were compared and referenced such as the legal systems in Europe and USA for the "Legislation Law," American and EU's related systems for the "Cybersecurity Act," the civil code of Germany, the civil code of France, the "Convention on the Rights of the Child" for the "General Provisions of the Civil Code" and the compilation of the "Civil Code." <Ex-Post Evaluation> After the completion of the project, the "Patent Law" (including patent, utility model, and design) was amended to add a patent open-license system and patent protection for partial designs with reference to international standards. In order to join the "Hague Agreement Concerning the International Registration of Industrial Designs," the protection period for design rights has been extended from 10 years to 15 years.	Terminal Evaluation Report, General Office of the Legislative Affairs Commission
Overall Goal: A legal system that will support China's deepening of economic system reform, securing and improving people's wellbeing, and realizing a resource-saving and environment-friendly society will be established.	Indicator: Newly enacted or amended laws and regulations and their enforcement are in line with China's Five-Year Plan and other policies on economic system reform, people's wellbeing security, resource conservation, environmental protection, and others.	Status of the Achievement: achieved as planned <Ex-Post Evaluation> Newly enacted or amended laws and regulations and their enforcement were in line with China's policies on economic system reform, people's wellbeing security, resource conservation, environmental protection, and others specified by the China's five-year plan, the decisions of the Fourth Plenary Session of the 18th Central Committee of the Communist Party of China, and other policies. They included sharing the outcomes of social development among members of society through the "Charity Law" (2016), building a scientific and technological powerhouse through the "Patent Law" (2020), promoting separate collections of waste aimed at low-carbon society through the "Prevention and Control of Environmental Pollution by Solid Waste Law" (amended in 2020), encouraging public services provided by the public and private sectors through the "Family Education Promotion Law" (2021), driving ecological environmental protection forward through the "Yellow River Protection	General Office of the Legislative Affairs Commission

		Law" (2022) and the Marine Environment Protection Law (amended in 2023), expediting the creation of barrier-free environments through the "Barrier-Free Environment Creation Law" (2023), etc.	

3 Efficiency

Both the project cost and the project period considerably exceeded the plan (the ratio against the plan: 175% and 225%, respectively). The project cost and period exceeded the plan because the scope of the compilation of the Civil Code was changed from the general provisions (206 articles) which were initially targeted to the entire "Civil Code" (1,260 articles) in order to increase the effectiveness of the project; and because the amendment of the Patent Law was included in the scope as it was an important legislative issue for both Japan and China. Preparations to establish a framework for continuing the sharing of knowledge and experience in the legal and judicial fields between Japan and China that were not initially planned were also added to the scope in the process of the project. In addition to those increases in output, the nine-month suspension of project activities due to the COVID-19 pandemic was also a cause of schedule overrun.

As for the volume of output, the "Civil Code" has increased by about six times in terms of the number of articles. The number of articles in the "Patent Law" and the "Securities Law" has also increased. The number of targeted laws has increased to five with the addition of the Securities Law to the original four laws (the "Legislation Law," the "Cybersecurity Act," the "General Provisions of the Civil Code," and the "Patent Law"). Regarding the activities during the extension period, the study teams dispatched and the training in Japan and seminars in China conducted during the extension period were all and only for the added outputs. From these, the excess of the project cost and period over the plan is deemed to be appropriate and commensurate with the increased outputs, and the activities during the extension period were solely for the added outputs. This judgment is consistent with the judgment made in the terminal evaluation of the project (July 2020).

	Project Cost (Japanese side only)	Project Period
Plan (ex-ante)	220 million yen	36 months
Actual	386 million yen	81 months
Ratio	175%	225%

Outputs were produced as planned.

In the light above, the efficiency of the project is ③.

4 Sustainability

<Policy Aspect>

The strategy for building a modern socialist country adopted at the 20th National Congress of the Communist Party of China (2022) set out the policy of steady response to the necessary legal demand in order to meet the Chinese people's expectations for a better life and thorough promotion of the rule of law in national administration. "The Legislative Plan of the 14th National People's Congress Standing Committee" (Mid-term Legislative Plan 2023-2027) established in 2024 set forth the Party's comprehensive leadership over legislative activities, legislation for the people, and upholding legislation responding to the country's situation and conditions. Under this policy, it plans the enactment and amendment of specific laws such as the "Volunteer Law," the "Social Insurance Law," the "Medical Security Law," and the "Criminal Procedure Law," as well as the compilation of the "Environmental Code."

<Institutional/Organizational Aspect>

After the completion of the project, there have been no changes to the organizational structure of the General Office of the Legislative Affairs Commission. There are no manpower issues because the number of staff members has been increased in response to the increase in the number of legislation cases. Although there is no institutionalized system for coordination and cooperation with other agencies such as the Supreme People's Court, the Supreme People's Procuratorate, the Ministry of Justice, or the State Council, they communicate with each other on a daily basis as needed, thus close business cooperation has been established.

<Technical Aspect>

The reports prepared by the project, including the ones summarizing the contents and enforcement of Japanese laws related to the targeted laws and the current situation and issues of Japanese legislative process and post-legislative evaluation (policy evaluation), have been continuously used after the project completion. They have been referred to in relation to improving legislative procedures, researching laws and regulations, and designing legal systems.

<Financial Aspect>

According to the General Office of the Legislative Affairs Commission, there have been no issues with the financial situation regarding the enactment and amendment of laws.

<Environmental and Social Aspect>

No issues on environmental and social aspects have been observed, and it has not been necessary to take any countermeasures.

<Evaluation Result>

In light of the above, slight problems have been observed in terms of institutional/organizational aspect of the implementing agency. Therefore, the sustainability of the project effects is ③.

5 Summary of the Evaluation

The project achieved the Project Purpose as planned by promoting the high-quality enforcement and amendment of laws in the field of socio-economy in China by referring to Japan's legislative experience. The Overall Goal was also achieved as planned because the laws and regulations enacted and amended through the project and their enforcement were consistent with the policies of China. Considering all of the above points, this project is evaluated to be highly satisfactory.

III. Non-score Items

Adaption and Contribution:

- The presence of a highly expertized Japanese long-term expert stationed in Beijing enabled the provision of appropriate knowledge and insights tailored to the needs of the Chinese implementing agency. In addition, short-term experts were dispatched as lecturers for seminars in China and provided their specialized knowledge and information to meet the needs of the implementing agency. This human resource inputs by combination of long- and short-term experts enabled the provision of diverse expertise across specialized fields, significantly contributing to the achievement of the project's objectives.

Additionality and Creative Values:

Japanese private companies had never been involved in China's legislative process before the project. However, the project established a forum for the General Office of the Legislative Affairs Commission and Japanese companies to directly exchange views and opinions. The exchange served as a catalyst leading to the incorporation of rights protection system for foreign investment enterprises, which Japanese companies had sought, into the China's foreign investment law.

IV. Recommendations & Lessons Learned

Recommendations for Implementing Agency:

- In the field of legal system development in China, besides Japan, development partners including the Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH (GIZ; German Corporation for International Cooperation) and the United Nations Development Programme (UNDP) have cooperated and accumulated valuable knowledge and experience. It is recommended that the General Office of the Legislative Affairs Commission actively shares information with those agencies to increase synergy effects with the effects of the project.

Lessons Learned for JICA:

- Although Japan's ODA to China has ended with the completion of the project, both sides confirmed the necessity of exchanges without utilizing ODA in order to sustain, develop, and verify the effects of the project. As cooperation without ODA was the first experience for the project stakeholders on both sides, various challenges arose, including coordinating implementation details and methods. Nevertheless, through careful and sustained dialogue, mutual understanding and agreement were achieved, and the exchange between Japan and China has been continued at the time of the ex-post evaluation. This case can be considered a good example of maintaining relations with ODA-graduated countries after ODA ends.