

The Ministry of Foreign Affairs of Japan
Third Party Evaluation

**Evaluation of
Japan's Peacebuilding Assistance Policy
~A Case Study: Afghanistan~**

- Summary Report -

March 2006

Preface

This is the summary of “Evaluation of Japan’s Peacebuilding Assistance Policy” carried out by the External Advisory Meeting on ODA Evaluation. This evaluation was commissioned by the Economic Cooperation Bureau of the Ministry of Foreign Affairs of Japan.

Japan has been one of the top donor countries of Official Development Assistance (ODA) and there have been domestic and international calls for more effective and efficient implementation of assistance with better quality. The Ministry of Foreign Affairs, as the supervisory ministry of ODA, conducts evaluation of ODA mainly at the policy level with two main objectives: to support the implementation and management of ODA ; and to ensure its accountability.

As shown in “Action from Japan on ‘Conflict and Development,’ Japanese Development Cooperation for Conflict Prevention,” (described as “Action from Japan” in the following) announced in July, 2000, Japan has been providing comprehensive assistance through ODA to contribute to alleviating suffering at every stage of a series of conflict cycles; some of this assistance is in the form of emergency humanitarian relief during armed conflicts, assistance for expediting the settlement of conflicts, and assistance for the post-conflict consolidation of peace and nation-building. In the new ODA Charter revised in 2003 and the new Medium-Term Policy on ODA formulated in 2005, “peacebuilding” is identified as one of the priority issues. At present, the Japanese government is expected to review its past efforts and performance in order to implement its assistance policies to promote peace in the world more effectively and efficiently. This evaluation aims to assess the objectives, results and processes of Japan’s peacebuilding assistance policy. Its purpose is to extract lessons learned and make recommendations for future reference to enable the implementation of more effective and efficient aid programs. In addition, it aims to ensure accountability by releasing the evaluation results to the public.

The External Advisory Meeting on ODA Evaluation is an informal advisory body of the Director-General of the Economic Cooperation Bureau of the Ministry of Foreign Affairs of Japan with an aim of improving the objectivity in evaluation. The Meeting is commissioned to conduct ODA evaluation and to report its results and recommendations to the Economic Cooperation Bureau. Mr Yoshikazu Imazato, a member of the Meeting and editorial writer of the Tokyo Shimbun (newspaper), was in charge of this evaluation.

Dr Yasunobu Sato, professor of Graduate Program on Human Security, University of Tokyo, also participated in this evaluation study and made enormous contributions. In addition, cooperation was received from people at the Ministry of Foreign Affairs (MoFA), the Japan International Cooperation Agency (JICA) and the Japan Bank for International Cooperation (JBIC). We would like to express our sincere gratitude to all of them. The Aid Planning Division of the Economic Cooperation Bureau of the Ministry of Foreign Affairs was in charge of coordination of this evaluation. Mitsubishi Research Institute, Inc. and Hiroshima University, under the commission of the Ministry of Foreign Affairs, provided a series of supportive work for this evaluation.

Finally, we should add that the opinions recorded in this report do not reflect the position of the government of Japan or any other institutions.

March 2006

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Acronyms

| | |
|----------|---|
| AGICP | Advisory Group on International Cooperation for Peace |
| ANBP | Afghanistan's New Beginnings Programme |
| ARSG | Afghanistan Reconstruction Steering Group |
| ARTF | Afghanistan Reconstruction Trust Fund |
| CG | Consultative Group |
| DDR | Disarmament, Demobilization, and Reintegration |
| ISAF | International Security Assistance Force |
| JBIC | Japan Bank for International Cooperation |
| JICA | Japan International Cooperation Agency |
| LOTFA | Law and Order Trust Fund for Afghanistan |
| MoF | Ministry of Finance (of Japan) |
| MoFA | Ministry of Foreign Affairs (of Japan) |
| NGO | Non-Governmental Organization |
| ODA | Official Development Assistance |
| OECD/DAC | Organization for Economic Co-operation and Development/ Development Assistance Committee |
| PKO | Peace Keeping Operation |
| SSR | Security Sector Reform |
| UNAMA | United Nations Assistance Mission in Afghanistan |

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Summary

1. Evaluation approach

1.1 Background and objectives of evaluation

As shown in “Action from Japan” announced in July 2000, Japan has been providing comprehensive assistance through ODA to contribute to alleviating suffering at every stage of a series of conflict cycles; some of this assistance is in the form of emergency humanitarian relief during armed conflicts, assistance for expediting the settlement of conflicts, and assistance for the post-conflict consolidation of peace and nation-building. In the new ODA Charter revised in 2003 and the new Medium-Term Policy on ODA formulated in 2005, “peacebuilding” is identified as one of the priority issues. At present, the Japanese government is expected to review its past efforts and performance in order to implement its assistance policies to promote peace in the world more effectively and efficiently.

Against this background, this evaluation was implemented with the following objectives: to review comprehensively efforts of Japan’s ODA for peacebuilding; to draw lessons learned and recommendations for more effective and efficient implementation of assistance; and to fulfill the Japanese government’s accountability by announcing the results of this evaluation to the public.

1.2 Object of evaluation

The main object we evaluated in this evaluation was assistance for peacebuilding by ODA of the Japanese government in which MoFA plays a central role. Assistance by non-ODA measures was also examined as deemed necessary. Herein, while overall support including efforts by both ODA and non-ODA is called “peacebuilding assistance”, assistance only by ODA is named “peacebuilding development assistance”.

As to the object of the evaluation, we chose peacebuilding related to armed conflicts as the main object of this evaluation. As to the stages of armed conflicts, we mainly focused on the immediate post-conflict stage while also taking into consideration the whole process of the conflict ranging from pre-conflict, to during-conflict, and to post-conflict.

For this evaluation, Afghanistan was chosen as a case study and for detailed research, including a field research. It is not, however, appropriate to evaluate Japan’s peacebuilding policy only by the case of Afghanistan; therefore, cases of other conflict-affected countries/areas are examined as much as possible based on the literature research and interviews in Japan.

1.3 Method of evaluation

In line with basic procedures of policy-level evaluation by MoFA, a framework of the evaluation was created to implement the evaluation from the three perspectives of objectives, results, and processes. This evaluation includes literature research and interviews in Japan, and field research and interviews in Afghanistan. There were constraints in this evaluation, which are described as

follows: (1) in-depth research including a field investigation was conducted to a limited extent in light of the extensiveness and diversity of the evaluation scope; (2) in-situ investigation areas were limited because of the security situation in Afghanistan where the field investigation was carried out; (3) though the peacebuilding assistance is a comprehensive effort that includes political and military aspects, in principle, “development assistance” was focused on due to the limitations as an ODA evaluation; (4) countries like Afghanistan which need peacebuilding development assistance do not have well-organized basic statistics and data; and (5) it is difficult to measure the level of achievement in peacebuilding.

2. Efforts of the international society and Japan for peacebuilding

2.1 Outline of the efforts of the international society for peacebuilding

The term “peacebuilding” has been used commonly in the international society since Boutros Boutros-Ghali, Secretary General of the United Nations (at the time), published “Agenda for Peace” in 1992, in which he proposed the idea of peacebuilding. Since then, peacebuilding is considered a major task in the sector of development assistance. The Organization for Economic Cooperation and Development/ Development Assistance Committee (OECD/DAC) announced guidelines indicating the shape of development assistance for conflict prevention/peacebuilding in 1997, and new guidelines that complemented the former were published in 2001. Bilateral donors have also begun to hammer out peacebuilding as an idea for aid policy. For example, Canada introduced a “Peacebuilding Initiative” in 1996 and set peacebuilding as a goal of its political measures.

To sum up past arguments regarding the idea of peacebuilding by the United Nations, other international organizations and major donors, there is a common understanding regarding peacebuilding as follows:

- In the broadest sense, peacebuilding covers every stage of conflict from pre-conflict, to during-conflict and to post-conflict, and also covers various sectors of activities. In the narrowest sense, on the other hand, peacebuilding indicates only post-conflict activities and is distinguished from political/military activities such as peacemaking and peacekeeping.
- While peacebuilding and other peace operations such as peacemaking and peacekeeping refer to different activities, there is a wide consensus on the point that these activities are closely related to and sometimes overlap with one another.
- Although conflict prevention and peacebuilding do not have the same meaning in all cases, among countries that have experienced conflict and are at risk of reoccurrence, they are considered to have nearly the same meaning. Activities for conflict prevention and for peacebuilding seem to overlap with each other.

Countries addressing peacebuilding are divided into those countries that set an explicit goal of “peacebuilding”, and those that do not. In either case, most of the major donor countries engage in development assistance, regarding the issues of conflict and development as a significant task in the sector of development assistance.

Canada is an example of a country addressing peacebuilding as its policy target. On the other hand, countries which do not adopt the word “peacebuilding,” such as the U.K. and the U.S., provide assistance while setting the concepts of conflict reduction, conflict prevention, and conflict resolution as their policy targets. In addition, international organizations are reinforcing efforts in their activity areas to better deal with conflict-affected countries.

2.2 Outline of the efforts of Japan for peacebuilding

Since 1999 the Japanese government has been frequently using the word “peacebuilding” in official policy documents as well as statements by prominent figures. In fact, however, the Japanese government has actively made efforts for achieving peace in conflict-affected countries/areas since before then. Cambodia is an early example where the Japanese government played an active role in the whole conflict process ranging from conflict resolution, to post-conflict reconstruction/development, and to nation-building. Japan was actively involved in the process of negotiations for peace. After a peace agreement was reached, the Japanese government positively provided ODA and made contributions in personnel under Law concerning Cooperation for United Nations Peace-Keeping Operations and Other Operations (Law No. 79, 1992). Since then, the Japanese government has been actively involved in various peace efforts such as peace negotiation and reconstruction assistance in areas of the Asia-Pacific, Europe, Africa, and Central and South America.

Under these circumstances, the Japanese government announced “Action from Japan” at the G8 foreign ministers’ meeting at Miyazaki in 2000. This was the first document to present an overall philosophy of Japan’s support for conflict-affected countries/areas.

While the Japanese government adopted the concept of conflict prevention as a principle for supporting conflict-affected countries/areas at the beginning, after setting out the policy of supporting Afghanistan in April 2002, the government started mainly using the concepts of “consolidation of peace” and “peacebuilding”. In April 2002, Yoriko Kawaguchi, the then Minister of Foreign Affairs, came up with the concept of “consolidation of peace” consisting of (1) peace process, (2) domestic security, and (3) humanitarian and reconstruction assistance, as the basic policy for Japan’s assistance to Afghanistan. In addition, Prime Minister Koizumi, in his policy speech in Sydney in May 2002, expressed the idea of reinforcing cooperation for “consolidation of peace and nation-building” to be applied in a broader context than Afghanistan. Then, the Advisory Group on International Cooperation for Peace (AGICP) was inaugurated in response to his policy speech. The AGICP defined “peacebuilding = consolidation of peace + nation-building”.

Additionally, in the ODA Charter revised in August 2003, assistance to conflict-affected countries/areas was set as one of the priority issues and the concept of peacebuilding was adopted to be applied to assistance in the whole range of process of conflict including conflict prevention, emergency response during armed conflicts, post-conflict support, and medium- to long-term development, for which ODA would be utilized.

The definition of peacebuilding in this report complies with that of the current ODA Charter and the Medium-Term Policy on ODA. According to the Medium-Term Policy on ODA, the goal of peacebuilding is “to prevent the occurrence and recurrence of conflicts, alleviate the various difficulties that people face during and immediately after conflicts, and subsequently achieve long-term stable development.” According to the ODA Charter, peacebuilding activities include the following reconstruction assistance: assistance to facilitate the peace process; humanitarian and rehabilitation assistance such as assistance for refugees and for the restoration of basic infrastructure; assistance for assuring domestic stability and security, including disarmament,

demobilization and reintegration of ex-combatants (DDR), and the collection and disposal of weapons, including demining; and assistance for reconstruction, including social and economic development and the enhancement of the administrative capabilities of governments.

3. Efforts of the international society and Japan for peacebuilding of Afghanistan

3.1 Brief history of Afghanistan

Afghanistan has traced a history of rule/intervention by foreign powers and of civil war. The Soviet Union carried out a military invasion in 1979 by taking advantage of the internal confrontation of the Afghan regime. Afterwards, despite the withdrawal of the Soviet army in 1989, the civil war continued in Afghanistan. In the autumn of 1994, the Taliban appeared suddenly and exercised effective control over Afghanistan; thereafter it became a target of criticism by the international society because of its connection to Usama bin Laden, who led the international terrorist organization Al Qaeda.

When simultaneous multiple terrorist attacks occurred in the U.S. on September 11, 2001, judging that these had been planned and executed by the international terrorist organization Al Qaeda in which Usama bin Laden acted as leader, the U.S. demanded the handover of Usama bin Laden by the Taliban which apparently seemed to shelter him. As the Taliban refused this, the U.S.-British army undertook an armed attack on Afghanistan as an exercise of the right of self-defense authorized by the United Nations Security Council Resolution. In mid-November, the Northern Alliance which received the support of the U.S.-British armies took control over Kabul, and the Taliban retreated to the south. In parallel with these movements, a discussion concerning the subsequent processes in Afghanistan started through the initiative of the United Nations. Factions in Afghanistan, including the Northern Alliance, and the related foreign countries/organizations advanced the negotiation, and the Bonn Agreement was approved on December 5, 2001. A political process in Afghanistan started under this agreement.

The Afghan provisional government was formed at the end of December 2001, and the Emergency Loya Jirga was held in June 2002, which resulted in the inauguration of the Afghan transitional government. The constitution was then adopted in the Constitutional Loya Jirga in December 2003, and a presidential election was conducted in October 2004. Subsequently, parliamentary elections were held in September 2005, and the Afghan parliament was opened in December of the same year.

3.2 Approach of the international society for peacebuilding in Afghanistan

Since October 2001, amid the armed attack of the U.S.-British armies and the Northern Alliance supported by them, the related foreign countries and international organizations strived to reach a political agreement for future Afghanistan under the initiative of the United Nations. After enactment of the Bonn Agreement, the Bonn process got started to establish the provisional government; to hold the Emergency Loya Jirga; to create the transitional government; to organize the Constitutional Loya Jirga; and to execute the presidential and congressional elections. This process was to be assisted by the international society in the area of political support, development assistance, and public peace maintenance.

In terms of the development assistance, while an international aid framework for Afghanistan had existed before the simultaneous multiple terrorist attacks in September 2001, the Afghan Reconstruction Steering Group (ARSG) co-chaired by Japan, the U.S., EU and Saudi Arabia

became a major framework for aid coordination in the autumn of 2001. Since the International Conference on Reconstruction Assistance to Afghanistan was held in Tokyo in January 2002, the international society has organized aid pledge meetings every two years, and the space for its aid coordination has shifted to the Consultative Group (CG) system led by the Afghan government.

For the public security sector, the NATO-led International Security Assistance Force (ISAF) was deployed, based on the Bonn Agreement and the corresponding UN Security Council Resolution, to maintain security and to establish and train Afghanistan's own security force. In addition, the five sectors, (1) creation of the new national army, (2) reform of the police, (3) reform of the judiciary, (4) anti-narcotics measures, and (5) disarmament, demobilization and reintegration (DDR), were specified as major areas for the Security Sector Reforms (SSR) in Afghanistan. Each of the major countries became a lead nation of each sector and Japan became one for the DDR.

Among the actual assistance achievements of the international society for Afghanistan, the performance of development assistance is as follows: The international society pledged 14.45 billion dollars in total at the international conferences in Tokyo in 2002 and in Berlin in 2004, and executed aid of 10.31 billion dollars by November 2005. When categorized by donor, the U.S provided the largest amount of aid both in pledge and execution, followed by EU and Japan in the amount of aid pledge. However, in terms of the actual execution of the pledge, Japan exceeded EU and others, and was second after the U.S.

3.3 Approach of Japan for peacebuilding of Afghanistan

Japan's efforts for peacebuilding in Afghanistan date back to at least the time of the Soviet army withdrawal in 1989, and through the 1990s it contributed to the international society's efforts for peace and stability in Afghanistan by providing assistance via international organizations and dispatching personnel to the UN missions. Since the U.S. simultaneous multiple terrorist attacks on September 11, 2001, Japan, while carefully assessing the movement of the international society, has been implementing its foreign policy in response to the rapid change of the international trend in the assistance for Afghanistan.

When the U.S. and others started the military attacks on Afghanistan in early October, Japan perceived these attacks as an activity based on the Security Council Resolution to eliminate terrorism, which posed a threat to international peace and security. In order to support the activity, Japan passed the special anti-terrorism legislation and started providing assistance by Japan Self-Defense Forces.

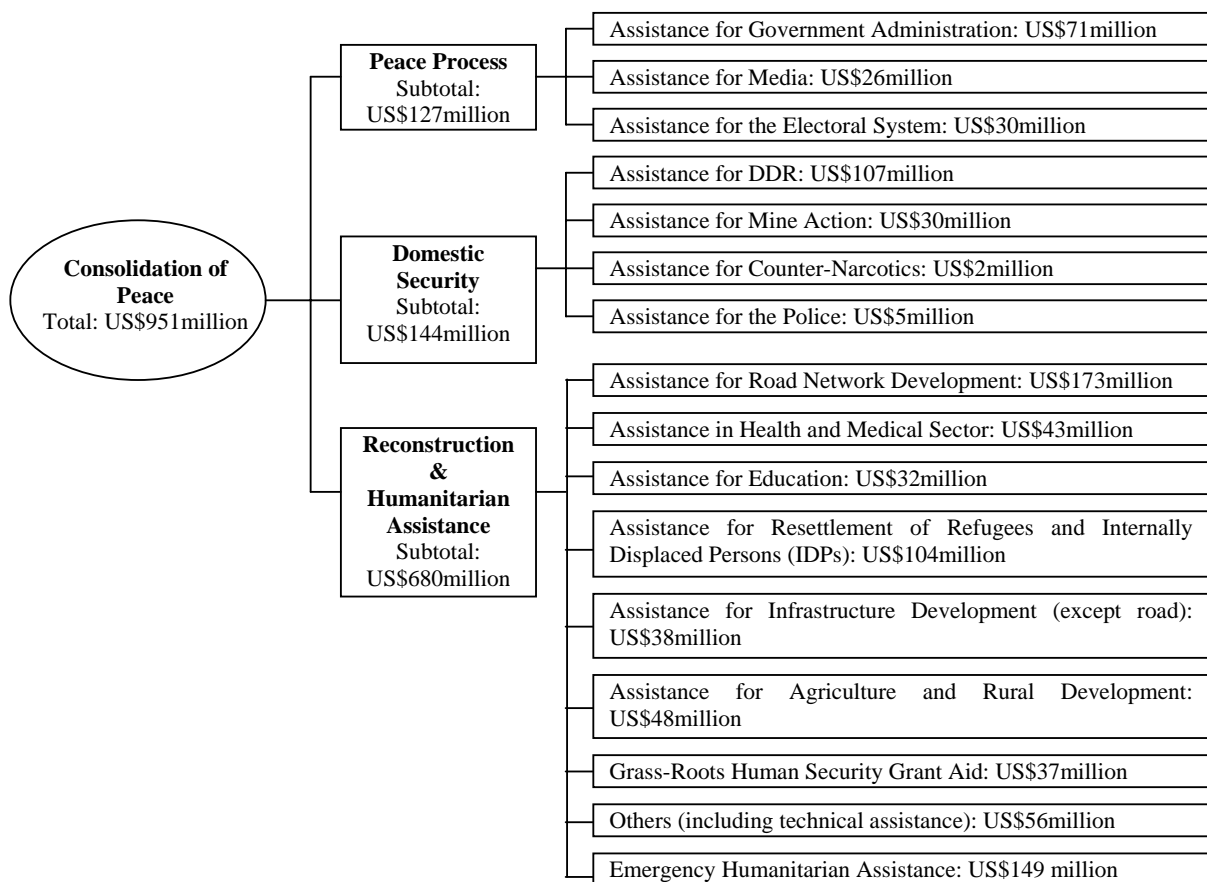
In addition, when UN-led diplomatic negotiations toward the post-Taliban were started, Japan actively participated in this process and came to play a leading role in the area of development assistance in particular. For instance, Japan became a co-chair of the ARSG and has been playing a key role in the coordination of the international assistance. One example of such effort was the International Conference on Reconstruction Assistance to Afghanistan in Tokyo in January 2002.

In addition, the then Foreign Minister Kawaguchi announced the policy of "consolidation of peace", which had three pillars of (1) peace process, (2) domestic security, and (3) humanitarian

and reconstruction assistance as Japan's basic policy for assistance to Afghanistan in April 2002. Under this political framework, Japan was to seek to all the possible means to promote the "consolidation of peace" in Afghanistan, in which development assistance was deemed most important.

Under the "consolidation of peace" policy, as of September 2005, Japan has already implemented or decided on the development assistance of about 951 million dollars. Among those, assistance for the peace process is about 127 million dollars, assistance for domestic security is about 144 million dollars, and assistance for humanitarian and reconstruction is about 680 million dollars (See Figure 1).

Figure 1 Japan's development assistance to Afghanistan (as of September 2005)



Source: MoFA

4. Evaluation results

4.1 Evaluation of “objectives”

4.1.1 Evaluation of objectives of Japan’s overall policy for peacebuilding development assistance

(1) Japan’s peacebuilding development assistance policy and its objectives

It was since 1999 that Japan has explicitly announced the issues of conflict and development as its policy tasks. Japan formulated the former Medium-Term Policy on ODA in 1999, in which “conflict, disaster and development” was identified as a priority issue. Then the government introduced “Action from Japan” at the G8 Foreign Ministers’ Meeting in July 2000. The “Action from Japan” announced (1) the reinforcement of assistance at each level of conflict prevention and (2) the reinforcement of cooperation for the main entity of conflict prevention, as goals of Japan’s efforts to enhance conflict prevention in the development sector.

On the other hand, however, there has not been a general, clear and consistent purpose and goal set so far for which Japan is to provide support/assistance for conflict-affected countries areas. However, the following common principles can be found when viewing each “objective” of the policies that Japan has announced in providing assistance to each conflict-affected country/area:

- Promoting peace and stability in the Asia-Pacific region, which is important for Japan
- Fulfilling a (major) role as a member of the international society
- Securing the national interest and safety of Japan and its people
- Attainment of “human security”

(2) Relevance of “objectives” of Japan’s policy for peacebuilding development assistance in view of the basic policy of the Japanese diplomacy

The diplomatic policy of Japan emphasizes international cooperation and contribution and aims at positively contributing to the peace of the international society rather than to one-country pacifism. This is based on “pacifism” which is one of the fundamental principles of the Constitution of Japan. The “objective” of Japan’s peacebuilding assistance policy that was summarized in the previous section (1) focuses on international cooperation and (2) tries to actively contribute to the peace of other countries, which is reasonable in light of the philosophy of the Constitution of Japan.

(3) Relevance of “objectives” of Japan’s policy for peacebuilding development assistance in view of the ODA Charters and Medium-Term Policies on ODA

The former ODA Charter, formulated in 1992, stipulated that it is as an important mission for Japan, which is a “peaceful nation”, to play an appropriate role for global peace and prosperity. Assistance for peacebuilding agrees with such ideas of the former ODA Charter. The former Medium-Term Policy on ODA formulated in 1999, considered “conflict and development” to be one of the priority issues. In the new ODA Charter, revised in 2003, and the new Medium-Term

Policy on ODA formulated in 2005, “peacebuilding” was set as one of the priority issues, and a policy of Japan’s active participation in assistance for conflict-affected countries/areas was made explicit.

- (4) Relevance of “objectives” of Japan’s policy for peacebuilding development assistance in view of efforts/assistance trends of the international society

It has been a major trend in the international society to set a goal to tackle actively the issues of conflict-affected countries/areas since the 1990s. The above-mentioned approach of Japan corresponds to this trend.

4.1.2 Evaluation of “objectives” of Japan’s policy for peacebuilding development assistance to Afghanistan

- (1) “Objectives” of Japan’s policy for peacebuilding development assistance to Afghanistan

Japan does not set a specific assistance policy to be applied only to “development assistance” in the peacebuilding assistance for Afghanistan. In that sense, “objectives” of Japan’s development assistance policy for Afghan peacebuilding is synonymous with the “objectives” of its overall assistance policy for Afghan peacebuilding. The “objectives” of Japan’s peacebuilding assistance policy for Afghanistan is as follows.

- To promote peace and stability in Afghanistan
- To contribute to the peace and stability of the Middle East, on which Japan depends for more than 80% of oil imports, to secure stable oil supplies to Japan, and to ensure security interests by promoting peace and stability in Afghanistan
- To prevent Afghanistan from becoming again a hotbed of terrorism and to eradicate/prevent terrorist activity that is a threat to Japan and the international society as a whole by promoting peace and stability in Afghanistan
- To fulfill responsibility as a member of the international society and to enhance presence and credence of Japan in the international society by actively participating in support for Afghanistan, which is an engagement of the entire international society.

Moreover, Japan has particularly set the policy of “consolidation of peace” regarding assistance for Afghan peacebuilding, and it can be said that Japan, under this policy, had the following three pillars of objectives: (1) peace process; (2) domestic security; and (3) humanitarian and reconstruction assistance (See Figure 1).

(2) Relevance of “objectives” of Japan’s policy for peacebuilding development assistance to Afghanistan in view of Japan’s basic diplomatic policy

Based on the principles of the Constitution of Japan, Japan makes it a basic diplomatic policy to engage positively and actively in the realization of peace, in collaboration with the international society. It is considered that the “objectives” of Japan’s assistance for Afghan peacebuilding, described in the previous section (1), accords with the aforementioned basic policy of Japan’s diplomacy. In addition, the “objectives” of Japan’s assistance for Afghan peacebuilding includes the “objective” of protecting Japan from threat of terrorism and securing stable oil supplies to Japan. Setting such a target was appropriate as a decision of Japan’s diplomatic policy since the securing national interest and safety of its own nation were the fundamentals of the national diplomatic policy.

(3) Relevance of “objectives” of Japan’s policy for peacebuilding development assistance in view of the ODA Charters and Medium-Term Policies on ODA

In April 2002 when Japan announced the policy of “consolidation of peace” for Afghanistan, a guideline for the ODA policy of Japan was the former ODA Charter and the former Medium-Term Policy on ODA. Assistance for Afghanistan by Japan aims to collaborate with the international society and contribute to peace and stability in Afghanistan and, furthermore, in the Middle East and international society, which agrees with the principles of the former ODA Charter. Moreover, assistance for Afghanistan accords with the principles of the former Medium-Term Policy on ODA in which “conflict and development” was identified as one of the priority issues.

The new ODA Charter and the new Medium-Term Policy on ODA give priority to “peacebuilding” taking into account Japan’s past active involvement in assisting conflict-affected countries/areas including Afghanistan, and Japan has been positively engaging in assistance for Afghan peacebuilding since the formulation of the new ODA Charter and the new Medium-Term Policy on ODA.

In the meantime, we have found that concerns were raised in the Diet regarding the relationship between DDR and the new ODA Charter and the need for its realignment.

(4) Relevance of “objectives” of Japan’s policy for peacebuilding development assistance in view of the approach of the international society and the needs of Afghanistan

Japan’s involvement in the support for Afghan peacebuilding under the political framework of “consolidation of peace” was in line with the efforts of both the international society and Afghanistan, and the “objectives” of Japan’s assistance correspond to the efforts by the international society and the needs of Afghanistan. Likewise, it was confirmed by interviews with the Afghan government, other countries, international organizations and non-governmental organizations (NGOs) that the three pillars of (1) peace process, (2) domestic security, and (3) humanitarian and reconstruction assistance in the political framework of “consolidation of peace” accord with the overall efforts by the international society and the needs of Afghanistan. It is also highly appraisable that Japan has played a leading role in sharing the “objectives” of

assistance for Afghanistan with both the international community and Afghanistan.

- (5) Similarities and differences between Japan's assistance policy for Afghan peacebuilding and the approaches of other countries/international organizations

The "objectives" of Japan's assistance policy for Afghan peacebuilding was set up based on the framework of peacebuilding in Afghanistan that had been agreed on by the international society and Afghanistan, and it was common to the "objectives" set by other countries/international organizations. However, differences were found in the prioritized sector of each country while the overall objectives were widely shared among those countries. These differences were seen in terms of whether to focus on development assistance or on military assistance, or which sector was given priority in the development assistance.

4.2 Evaluation of “results”

4.2.1 Evaluation of “results” of Japan’s overall policy for peacebuilding development assistance

Peace and stability in conflict-affected countries/areas are not achieved only by the efforts of Japan. In addition, comprehensive approaches, including not only development assistance, but also political and military approaches, are essential to bring peace and stability to those countries/areas. In order to measure Japan’s specific contribution to assistance for peacebuilding, it would be necessary to clarify every effort by Japan, other countries/international organizations and the concerned countries/areas, and also to thoroughly weigh the causal relations among these efforts and the current situations of the concerned countries/areas. To conduct such thorough evaluation was, however, not the mission given to this evaluation and also seemed difficult in terms of the restrictions of time and manpower. Therefore, this report was confined to obtaining an overview of the current situations of major conflict-affected countries/areas to which Japan has provided assistance for peacebuilding in line with the three pillars of (1) peace process, (2) domestic security, and (3) reconstruction/humanitarian assistance from the perspectives of politics, security, and economics.

There are lessons learned from the overview of the situations of countries/areas where Japan has actively provided support/assistance for peacebuilding. One of those lessons is that it is not easy to achieve peace in conflict-affected countries/areas, and is not achievable in a short period of time. Japan and the international society are still on the way to accomplishing the goal of bringing peace to conflict-affected countries/areas.

4.2.2 Evaluation of “results” of policy for Japan’s peacebuilding development assistance to Afghanistan

In our evaluation, we chose to evaluate selectively the particular sectors which were given main focus by the Japanese government in the peacebuilding efforts, instead of investigating/evaluating every sector and aspect of such efforts with equal weight. Taking into account political prioritization and the level of assistance by the Japanese government, we have decided to mainly focus on the following three priority areas of assistance as the scope of our study: (1) DDR, (2) the Ogata Initiative, and (3) Trunk roads development. Evaluation was also conducted on “administrative support” to Afghanistan, which is a major aid implemented under the “peace process”, that was one of the Japan’s three pillars of the “consolidation of peace”. Furthermore, as it was found that in Afghanistan the Grant Assistance for Grassroots Human Security Projects was implemented in an intended manner to be used for peacebuilding in particular, evaluation was conducted on this assistance as well.

(1) Overall picture of Japan’s input of development assistance for Afghan peacebuilding

Japan had decided on/executed development assistance of 951 million dollars as of September 2005. When classified by each of the three pillars of the concept of “consolidation of peace”, about 680 million dollars, accounting for about 71.5% of the total, was put toward the “humanitarian and reconstruction assistance” sector. Development assistance for “peace process”

was about 127 million dollars, which accounted for about 13.35% of the total, and development assistance for “domestic security” was about 144 million dollars, which accounted for about 15.14% of the total. In other words, the Japanese government provided support using Development Assistance in all three areas of “consolidation of peace”.

As of November 2005, as an input of human resources, Japan dispatched to Afghanistan a total of 195 JICA experts including short-term experts, individual experts and experts who had been dispatched under the Technical Cooperation Project, during the period from the formation of the provisional administration in December 2001, through the establishment of the transitional government in June 2002.

(2) Evaluation of the “results” of Japan’s assistance for Afghan peacebuilding: the evaluation of the major three sectors

(a) Disarmament, Demobilization and Reintegration (DDR)

DDR in Afghanistan was executed to improve the public security by dismantling the old national army (armed factions) that occupied various places of the country by force, and to advance the construction of the nation with centralization of power. It also aimed to increase the centripetal force of the central government by promoting DDR under the initiative of the central government. In this sense, this process must be advanced in keeping with a political process based on the Bonn Agreement. In the sector of DDR, Japan implemented assistance including the funding to Afghanistan’s New Beginnings Programme (ANBP), an implementing organization of DDR, and the support for reintegration of ex-combatants by JICA and through Grant Assistance for Grassroots Human Security Projects.

Disarmament in Afghanistan was executed in stages from a trial stage to a full-scale stage. Although the disarmament did not advance as smoothly as intended, the disarmament of 60,000 ex-combatants, which was the Afghan government’s goal, was completed by the end of June 2005. The number of disarmed ex-combatants as of January 2006 was 63,380. Support for social rehabilitation of these ex-combatants has also been provided. It can be said that achievement of the targeted number is an indication that the DDR activity has made some progress in Afghanistan, though the results of DDR cannot be measured only in numbers.

DDR in Afghanistan contributed to promoting the peace process and to increasing the centripetal force of the central government by being implemented in keeping with the political process stipulated by the Bonn Agreement. On the other hand, the impact of DDR on the restoration of security in Afghanistan can be said to be yet limited due to the following facts: the armed groups enrolled in the DDR process were limited; and the Taliban remnants and the armed groups that support those Taliban remnants are still actively engaged in terrorist activities.

As the lead nation in the sector, Japan engaged in the DDR process most actively and in a comprehensive way, providing political and financial support, which was the major contribution of Japan to DDR in Afghanistan. For instance, Japan offered more than 65% of the total aid amount to ANBP, and this substantial financial contribution accentuated in turn Japan’s presence in other aspects of peacebuilding efforts in the field. Moreover, Japan was very successful in

posting specialized and highly-motivated personnel, which greatly contributed to increasing the effectiveness of Japan's DDR assistance. Further, Japan has also provided various types of assistance in the area of reintegration of ex-combatants. Thus, it can be said that the Japan has made substantial contribution to DDR process; however, there are also some reflections that Japan could have achieved more with improvement of the procedures of cooperation, for instance, that of the technical cooperation by JICA .

(b) Ogata Initiative

The Ogata Initiative, an assistance policy initiative named after Sadako Ogata, Special Representative of Prime Minister of Japan on Afghanistan Assistance, was formulated in accordance with her ideas presented at the time of her visit to Afghanistan in June 2002. The Ogata Initiative mainly aimed at (1) providing seamless assistance from humanitarian to rehabilitation/reconstruction and (2) promoting a comprehensive development plan targeting priority regions. To this end, the Japanese government, with the United Nations Assistance Mission in Afghanistan (UNAMA) as a coordination institution, sought to promote a well-coordinated approach of various UN agencies implementing projects under this initiative. Four phases were implemented under the Ogata Initiative and Japan disbursed the amount of 98,493,491 dollars (about 12.01 billion yen) in total.

As the Ogata Initiative was not merely an aggregate of various projects but seeking synergetic effect, the achievement of this Initiative should not be assessed based on the progress of each project. Rather, it must be evaluated from the perspective of whether the following goals were achieved or not: providing seamless assistance from humanitarian to rehabilitation/reconstruction, promoting a comprehensive development plan targeting priority regions, and engaging in this assistance in cooperation/harmony with international organizations and other donors.

To our regret, bearing such perspectives in mind, the accomplishment of the goals of the Ogata Initiative has been limited. There are, however, some cases where the objectives of the Ogata Initiative have been accomplished. For example, in Mazar-e-Sharif an atmosphere of close cooperation among the related UN implementing agencies gradually emerged. These agencies conducted monitoring of the projects under the Ogata Initiative and came to make future assistance plans together. However, such accomplishments cannot be seen in overall engagement under the Ogata Initiative. Especially in Kabul, there was no such situation where related organizations shared the ideas of the Ogata Initiative and provided assistance in collaboration. It was pointed out in the interviews with related UN organizations that the Ogata Initiative was quite ambitious, and thus more solid frameworks and tools were needed to accomplish its goals, though the philosophy and the approach of the Ogata Initiative were appreciated.

It was necessary for the Japanese government to promote understanding of the ideas and approach of the Ogata Initiative and to make efforts more actively to facilitate its effective implementation. It was also desirable to dispatch a responsible person with higher expertise, who was able to engage full-time in the Initiative. Also, it was mentioned by UN related officials in the interview that at phase four, where the effort for seamless assistance from humanitarian to rehabilitation/reconstruction must be made the most, Japan's aid was not sufficiently provided, and either came short or never, especially for the UN implementing agencies engaged in

reconstruction activities.

On the other hand, however, the approach of “comprehensive area development” under the Ogata Initiative brought some unexpected positive impact in terms of peacebuilding. It was found in Mazar-e-Sharif that the representatives of each ministry who belong to different political factions and normally make no contact with one another, got together to sit at the same table to hold discussions under the Ogata Initiative.

(c) Support for trunk roads network construction

Due to the long-time civil war, major roads in Afghanistan were in poor condition and bottleneck for efficient social and economic activities. Since Afghanistan is a landlocked country, the road network was the most urgent issue for Afghanistan’s transportation system development. Japan’s development assistance for trunk roads construction was expected to improve the transit network, and promote the reconstruction of the country and the return of the refugees and displaced people. A new road system would further increase traffic among different ethnic groups and mutual understanding within Afghanistan. In addition, this trunk road construction in Afghanistan became a major milestone project to develop a better Japan-US relationship as Prime Minister Koizumi and President Bush agreed that the two countries would cooperate on the project. Japan has provided about 16.53 billion yen to finance the project.

One example of Japanese development assistance for the road construction, the Kabul-Kandahar road project, was completed successfully, shortening the travel time between Kabul and Kandahar. Locals confirmed that the Kabul–Kandahar road stimulated the economic activity and improved the security situation along the way.

On the other hand, the Kandahar–Herat road project had been postponed for more than a half year at the time of our in-situ investigation because of security concerns. In an effort to restart the project, Japanese officials met and held discussions with private project participants, but had not found an effective solution as of November, 2005, the time of our field research.

Japanese development assistance for the Afghan road sector has utilized different aid modalities and contributed to development of the road system as a whole, including not only trunk roads between major cities, but also roads within cities and local small roads, thereby maximizing the economic effect of the project. Thus, “the dividend of peace” has been felt all through the nation.

(3) Evaluation of Japanese peacebuilding development assistance for Afghanistan: the evaluation of other sectors

(a) Assistance for the government administration

As Japan considered the “peace process” to be one of the three top priority issues of “consolidation of peace” in Afghanistan, it provided assistance for the government’s administration as one component of the “peace process” pillar. In concrete terms, Japan has provided necessary financial assistance to improve the governance system in the central

government with the aim of stabilizing the political situation in the country. Japan's assistance for foreign currencies has accounted for 7.2 billion yen (71 million US dollars) of Non-Project Grant Assistance, which settles the import accounts of raw materials used for Afghanistan's economic restructuring. Proceeds from selling the imported raw materials have been saved as "counterpart funds." As the "counterpart funds" accumulate, they are transferred to the Afghanistan Reconstruction Trust Fund (ARTF), which are to finance development programs and/or projects on which the Afghan and Japanese governments agree.

Of all Japan's administrative assistance mentioned above, development assistance saved as "counterpart funds" accrued to 33,498,436.07 US dollars as of the end of December 2005. As the fund size increases, the Afghan and Japanese governments discuss the use of the fund, reflecting on Afghanistan's official budget. In the fiscal year of Afghanistan's SY1382 (from March 2004 to March 2005), 11 million US dollars were allocated to the Afghan budget. Our evaluation research could not confirm whether or not the budget was in fact executed as planned, and could not gauge the result and impact of Japan's assistance.

Unlike assistance from European countries such as the United Kingdom and the Netherlands that directly finances ARTF, Law and Order Trust Fund for Afghanistan (LOTFA), or other funds supporting Afghan's government, the Non-Project Grant Assistance from Japan was indirect but was equally effective. Indeed, the Afghan government highly appreciated Japan's Non-Project Grant Assistance and the fact that Japan introduced this assistance modality although direct financial assistance was difficult under its strategic policy.

Officials from MoFA and the Japanese Embassy in Afghanistan stated that the government of Japan should discuss direct financial assistance as one of the peacebuilding assistance modalities in accordance with the local needs and security situation. However, it must also be considered that such direct aid involves financial risks of providing support to the budget of a fragile government.

(b) Grant Assistance for Grassroots Human Security Projects

Our evaluation team found that Grant Assistance for Grassroots Human Security Projects has been implemented in Afghanistan under the following principles with careful consideration of its impact on peacebuilding:

- Implement Grassroots Human Security Grant Assistance in the rural areas, letting local people enjoy the dividend of peace, and stabilizing the area.
- Promote to stabilize the targeted areas and gain support from the local people for the successful implementation of assistance projects in priority sectors. In particular, the important issue is the improvement of the security situation for Japanese officials and participants engaged in the large projects in priority sectors.
- Leverage Grassroots Human Security Grant Assistance to enhance overall Japan's peacebuilding assistance activities by gathering local information and establishing favorable relationships with local key personalities and residents.

There were 410 projects implemented through Grassroots Human Security Grant Assistance in

Afghanistan between the Japanese fiscal years 2001 and 2004.

It was confirmed through actual visits to the project sites and interviews with local government officials, other donors, local journalists and others, that Japan's Grassroots Human Security Grant Assistance has generated significant results, and that both the Afghan people and the officials of international assistance providers highly appreciate the assistance.

This result derives from continuous effort to create an effective cooperation mechanism and to make it work by the Japanese aid workers including officials in the Embassy of Japan in Afghanistan. The Ambassador and Embassy officials involved in economic assistance proactively visited and moved around Afghanistan to find project opportunities, to develop and to participate in the inauguration of the projects. Such hard work has developed close grassroots relationships with powerful local figures and residents. Such relationship enabled Japanese officials to fully understand the local needs and to obtain security information, and played a key role to improve the security situation for Japanese officials and aid workers.

However, it has become difficult for Japanese officials in the Japanese Embassy in Afghanistan to work all around the country mainly due to the deterioration of the security situation in Afghanistan. An important lesson that can be drawn from the success of Grassroots Human Security Grant Assistance projects is that establishing a good relationship with local key personalities and residents and obtaining a good source of information on the ground contributed to ensuring the security of the Japanese working in Afghanistan, and this might suggest that there is a need for Japanese officials, provided well-prepared security measures, to continue their activities even amid unstable security situation to maintain favorable relationships with local people.

4.3 Evaluation of “processes”

4.3.1 Evaluation of appropriateness and efficiency of Japan’s peacebuilding development assistance “processes”

(1) Appropriateness and efficiency of formulation processes of Japan’s peacebuilding development assistance policies

Japan has not had a general policy framework for peacebuilding assistance or peacebuilding development assistance. So far, it has been a common practice for MoFA to deal with major conflicts and to formulate peacebuilding assistance policy (including both developmental assistance and non-developmental assistance) involving mainly three bureaus - Foreign Policy Bureau in charge of general coordination of Japan’s foreign affairs policies and UN security policies; Economic Cooperation Bureau in charge of official development assistance; and corresponding regional bureaus/divisions which assume the coordination among those bureaus.

This evaluation research could not prove that the lack of a bureau specializing in peacebuilding assistance resulted in ineffective policy implementation. However, we believe that such a specific bureau is necessary if the Japanese government considers peacebuilding to be one of the top priorities in foreign affairs so as to proactively contribute to the international society.

(2) Appropriateness and efficiency of implementation processes of Japan’s peacebuilding development assistance policies

(a) Japan’s organizational structure of peacebuilding development assistance

Various government entities have provided Japan’s peacebuilding development assistance for Afghanistan using different aid modalities. In conflict-affected countries/areas, where no official government or only a fragile one exists, it is not feasible to provide ODA in the same manner as for the other ODA recipient countries as it requires an effective counterpart entity. Therefore, most of the peacebuilding assistance has been provided in forms of technical assistance such as Development Studies¹ or dispatch of personnel, or financial support through UN implementing agencies and NGOs. For the assistance toward Afghanistan, MoFA, JICA, and the Ministry of Finance (MoF) play a major role. Within MoFA, as mentioned earlier, there are several bureaus/divisions involved in peacebuilding assistance and regional bureau/divisions coordinate Japan’s peacebuilding assistance policy in the concerned countries/areas. At the field level, the Japanese Embassy in Afghanistan takes the leading role in cooperation with the JICA field office and other Japanese assistance organizations. This is an overall picture of how coordination among Japanese organizations were made in providing peacebuilding assistance in Afghanistan. However, the case of Afghanistan only shows Japan’s peacebuilding assistance efforts for the during-conflict and immediate post-conflict periods. In cases of assistance in the medium- to

¹ Development studies are part of JICA’s technical cooperation which support the formulation of plans for public projects that are beneficial to social and economic development in developing countries. They can also transfer planning methods, and survey and analytical skills to counterparts in the recipient countries. Skills transferred in this way are utilized when recipient countries work on projects and carry out other studies with their own funds.

long-term development phases, countries need assistance for long-lasting stability and prevention of conflict, for which it would be useful to utilize Yen Loans effectively.

(b) Appropriateness and efficiency of implementation processes of Japan's peacebuilding development assistance policies

Our evaluation could not find any evidence that processes for Japan's peacebuilding development assistance are inappropriate or inefficient. However, some issues were raised as follows.

First, it appears that there is no specific organizational structure that enables an effective coordination for peacebuilding assistance policy among various bureaus within MoFA. Though the conflict-affected countries/areas have different problems and conflict roots, there would be common issues across regions and sectors that can be applicable to future cases in other regions. It is thus important for a specific bureau to analyze the history and examples of the assistance and accumulate its empirical knowledge in order to improve Japan's peacebuilding assistance in the future.

Second, human resources posted in the division in charge of coordinating peacebuilding assistance policy within MoFA are not adequate for the actual operation.

Third, the number of personnel in the Japanese Embassy in Afghanistan is also insufficient for efficient and effective assistance for peacebuilding in Afghanistan. Some cases have been found in our evaluation that Japan's peacebuilding assistance did not generate the expected outcome due to such human resources constraints.

Fourth, the Japanese Embassy in Afghanistan does not necessarily have adequate organizational structure and human resources, or sufficient budget for equipment to respond effectively to security/safety concerns in Afghanistan.

(3) Appropriateness and efficiency of discussion and coordination processes between Japan and the government and society of the assisted country

As for appropriateness and efficiency of discussion and coordination processes between Japan and the government of the assisted country, we evaluated the Afghan case to understand how appropriately and efficiently Japan coordinated its assistance programs. First, the discussions and coordination were not as smooth as expected, as the Afghan government remained fragile due to the long-term civil war. However, it was confirmed that at least for Japan's part, officials have always tried to keep open windows of communication with the Afghan government agencies as counterparts, and to get them involved in discussions..

We further evaluated discussion and coordination processes between the Japanese government and the local government in each sector of Afghanistan. As for DDR, since the Afghan government was not yet full-fledged, Japan as a lead nation, and other related international agencies such as UNAMA and ANBP, together took the leading roles in developing and implementing DDR plans. Japan made diplomatic arrangements to gain Afghanistan's

understanding and cooperation so that DDR would be implemented as their own initiative.

Second, the Ogata Initiative has not been carried out with adequate consultations and negotiations with the local government and society. One reason could have been the implementing capability of the Afghan counterparts; nevertheless, more efforts were desirable on Japan's side and international agencies in order to gain more active participation of the Afghan counterparts.

For the development of the major road network, Japan has played a significant role as a lead nation in the road sector. The evaluation team received comments that the CG in the road sector is one of the most effective ones while the CG system in Afghanistan in general is not well-functioning.

Lastly, the way Japan's Grassroots Human Security Grant Assistance was implemented in Afghanistan is a good reference for future peacebuilding assistance. This assistance has successfully reflected the local needs, received the proactive participation of the local society, and established favorable relationships between the local society and Japanese officials.

(4) Appropriateness and efficiency of discussion and coordination processes among Japan, other donors and international agencies.

For those countries where civil war is drawing to its settlement, it has become a practice for the international society to follow three steps for peacebuilding. First, international consultation is held to evaluate the needs of reconstruction assistance after the civil war. Second, international agencies further discuss the reconstruction plan with the officials of the conflict-affected country. Lastly, the donor countries pledge their financial assistance to begin the concrete reconstruction process. As for Afghanistan, after military attacks from the US and others' troops paved the way for the breakdown of the Taliban government and negotiations for peace process began, the international society started the reconstruction process. Japan has led the international efforts for Afghanistan's reconstruction process. For instance, Japan hosted the International Conference on Reconstruction Assistance to Afghanistan in January 2002, and the Conference on Consolidation of Peace in Tokyo in February 2003. This demonstrates that Japan has proactively contributed in the discussion and coordination process among donor countries, international agencies, and the assisted country.

Our conclusion on the evaluation of cooperation and coordination in individual assistance programs in Afghanistan is as follows: As for DDR, Japan maintained close discussions and good communication with UNAMA, which led the DDR process with Japan, and ANBP, the implementation agency for DDR. As for the Ogata Initiative, on the other hand, Japan could not achieve effective cooperation and coordination with international agencies working under the Ogata Initiatives.

(5) Appropriateness and efficiency of ex-post evaluation of peacebuilding assistance

This evaluation study is the first ex-post evaluation by MoFA in terms of peacebuilding. However, as for Japan's peacebuilding development assistance via international agencies, Japan does have a mechanism of reviewing through their reporting: the international agencies receiving Japanese financial aid are expected to provide mid-term and final reports on the on-going status or results of the assistance programs. However, while MoFA asks the agencies via local Japanese Embassies and representative offices to submit their reports, such reports tend to come late or never in some cases. Even when submitted, there are some cases where the reports do not contain enough information to confirm the execution or the current status of financial aid from Japan. It must be then highly evaluated that in case of the Ogata Initiative, all the reports on the results of Japan's aid programs are duly submitted, as MoFA, through the Japanese Embassy in Afghanistan, strongly obliged international agencies to comply with the requirement.

In addition, this evaluation study found interesting activities in monitoring the status of Grant Assistance for Grassroots Human Security Projects in Afghanistan. In most cases of grassroots projects in other countries, follow-up is normally carried out in the form of the submission of reports by implementing agencies or project visits by the Japanese officials. However, in the grassroots assistance for Afghanistan, the Japanese Embassy entrusts the ex-post evaluation to the local NGOs and this kind of "third-party" evaluation is highly appreciated by those NGOs.

4.3.2 Development of processes of Japan's peacebuilding development assistance policies

(1) Development of the organizational structure of Japan's peacebuilding development assistance

The period when the conflict is nearing its end and the international community is about to start assistance is the time where a high priority is given to those conflict-affected countries/areas as an important diplomatic issue. In MoFA, during such crucial period, the concerned bureaus/divisions which have jurisdiction over the countries are intensively supported with additional human resources, and moreover, all the staff members in such a division are involved to deal with urgent needs. MoFA's rapid response through flexible personnel deployment should be highly regarded.

On the other hand, however, as domestic and international interests begin to fade, cutbacks in human resources often occur, and this becomes a bottleneck for effective and efficient peacebuilding assistance.

Conditions of peacebuilding assistance systems in the field vary according to the situations of countries and regions. In the case of Afghanistan, as the Japanese Embassy in Afghanistan had been established based on the law, rapid dispatches of Embassy officials and staff were possible. Furthermore, it can be said that dispatch of "right-person-in-the-right-job" enabled the effective and efficient implementation of Japan's assistance for peacebuilding.

(2) Development of Japan's peacebuilding development assistance modalities

In implementing peacebuilding assistance, Japan not only made use of existing aid modalities, but also expanded the scope of those aid modalities and introduced new ones for further efficient and effective implementation of aid.

(a) Upgrade and expansion of modalities in peacebuilding development assistance

First, Japan expanded the scope of the aid modality called Emergency Grant Aid to deal with the changing post-conflict situation. Emergency Grant Aid was first designed for emergency disasters, but in the 1990s it was also actively utilized for assistance toward democratization and post-conflict assistance.

Second, in addition to strengthening peacebuilding efforts through Emergency Grant Aid, Japan introduced Grant Aid for Conflict Prevention and Peacebuilding Modality in 2002. This aid modality was introduced to strengthen existing peacebuilding assistance through grant aid as well as to provide financial assistance to conflict prevention/peacebuilding programs that had not been sufficiently supported by the previous modalities. The modality was utilized to support the DDR process in Afghanistan.

Third, the UN Trust Fund for Human Security, established based on a proposal by then Prime Minister Obuchi, is now utilized actively for peacebuilding development assistance.

Fourth, Japan has implemented Emergency Development Studies, as one part of JICA's Development Studies since 1999. Emergency Development Studies are aimed at formulating emergency development plans as well as implementing emergency rehabilitation programs, as deemed necessary in light of emergency needs, for a country which is damaged by huge a disaster or conflict. Emergency Development Studies have been actively utilized in Afghanistan.

Fifth, Japan introduced a new aid modality called Road Sector Program Grant Aid to give assistance for improvement and construction of trunk roads in Afghanistan. This modality differs from other existing grant assistance modalities in the following points: it is aimed at giving assistance to a project although it is program assistance; and the implementation procedure of the modality is different from project-type grant assistance although it basically supports a project.

(b) Evaluation of Japan's existing peacebuilding development assistance modalities

Japan has upgraded and expanded its assistance modalities in order to implement prompt, efficient and effective peacebuilding assistance, and such efforts should be highly evaluated. On the other hand, for more efficient and effective assistance, Japan's assistance modalities need more improvements in the following areas.

First, it was pointed out that the number of authorized expense items is limited in Grant Assistance for Grassroots Human Security Projects and Grant Assistance for Japanese NGO Projects. While peacebuilding assistance is often implemented in dangerous areas and security expenses are essential for assistance activities, such expenses are not currently allowed in

Japan's assistance modalities to NGOs.

Second, it is pointed out that application procedures in assistance modalities to NGOs take a long time, as very detailed and rigorous cost estimation is required. This may prevent timely assistance.

Third, it is desirable to speed up technical assistance implementation. In the case of assistance to Afghanistan, internal coordination procedures within JICA did not necessarily take place quickly enough to ensure smooth implementation of its assistance, while such delays can be also attributable to external factors. Based on the review of the Afghanistan experience, JICA is now making an effort to speed up the internal procedures by introducing fast-track aid modality. This effort needs a continuous follow-up.

5. Overall evaluation and recommendations

5.1 Overall evaluation

In this evaluation study, it has become clear that in order to implement more efficient and effective peacebuilding assistance, there is much room to be left for improvement. However, this does not necessarily mean that Japan's efforts made so far are insufficient. As peacebuilding efforts themselves have a short history on a global scale, it is fair to consider that Japan's institutional structure and human resource development for peacebuilding assistance are also still in the developing stages. In particular, in conflict-affected countries/areas peacebuilding assistance has to be implemented under circumstances where there are urgent issues to be dealt with while such countries tend to lack proper governmental systems. Therefore, it is needed for Japan to develop institutional mechanism as well as human resources to ensure that assistance is implemented efficiently and effectively under such a situation.

5.2 Recommendations

(1) Develop structures for formulation and implementation of peacebuilding assistance

An effective institutional structure within MoFA should be established in order to formulate and implement peacebuilding policies. More concretely, we propose to identify and strengthen a bureau/division which takes charge of peacebuilding assistance policy and to construct a decision-making mechanism that enables a fast and flexible political decision. It is necessary to establish a specialized bureau/division that deals with peacebuilding assistance not only from the "aid policy" perspective but also from the political and military perspectives as to accumulate an institutional memory. Next, in order to make swift and flexible decisions, a decision-making mechanism which is able to coordinate among relevant bureaus/division in MoFA should be established with the leadership of a high ranking official as need arises. Further, as highly political decision-making is needed in peacebuilding assistance, basic rules and principles should be set in advance as to when such flexible decision-making can be made in an exceptional manner.

(2) Develop the capacity of the Japanese Embassies in conflict-affected countries and place importance on the judgments in the field

To implement effective peacebuilding assistance in a swift and flexible manner to meet the need of the given moment of conflict-affected countries/areas, the Japanese Embassies in those countries should be regarded as a "front-line base" of peacebuilding efforts. To this end, it is essential to strengthen the capacity of the Embassies and place importance on their judgments on the ground. In countries like Afghanistan, where peacebuilding efforts and organizational development of the Embassy itself must be implemented simultaneously, it is needed to strengthen the capacity of the Japanese Embassy while establishing priority. Top priority should be given to choosing the right personnel, such as an ambassador with a strong will to achieve peacebuilding and a vast knowledge of the country, as well as strong leadership and the ability to take action proactively. The next priority should be placed on the deployment of human resources in the "right-person-in-right-job" way. Hiring local staff also contributes to the

capacity development of the Embassy in the country. Further, it is important to place more weight on the judgments of the Embassy for swift, efficient and effective implementation of peacebuilding assistance.

(3) Implement assistance vis-à-vis the internationally agreed political processes of peacebuilding

It is important for Japan to implement peacebuilding assistance vis-à-vis an internationally agreed-upon peacebuilding process, based on consensus among the parties in conflict that gives political framework for peacebuilding in the concerned country. In that framework, Japan should provide assistance to promote the development of such processes. However, as peacebuilding efforts do not always start with such a shared consensus, it is desirable for Japan to continue efforts to form a consensus among parties in conflict.

(4) Continue assistance with an emphasis on capacity development of the government and society in the concerned country

In order to promote independent and sustainable development of the nation and society in the conflict-affected country, peacebuilding assistance should be implemented continuously with an emphasis on capacity development of the government and society. It can be said that assistance for human resources and institutional development is needed at every level of society in a severely damaged country such as Afghanistan. However, since the volume of assistance from the international community is limited, targeted beneficiary groups must be identified and given priority for assistance, which is thought to bring peace and stability to the nation bearing in the specific circumstances in mind of the concerned country or region. Furthermore, financial assistance to the central government would be one of the options as a means to strengthen the capacity of the central government. However, it is quite difficult to make a clear judgment on the pros and cons of financial assistance per se, and various factors need to be considered in order to decide whether financial assistance is preferable or not; those factors include the local needs for financial assistance; a monitoring mechanism to alleviate fiscal risk; the degree of security risk of the country, etc. When the merits of such financial assistance are assessed positive, implementation of financial assistance could be actively pursued. With regard to necessity for assistance continuity in peacebuilding, it is important to recognize the comparative advantage of Japan's cooperation. That is to say, Japan is able to implement continuous and seamless assistance by using various aid modalities such as Grant Aid, Technical Assistance and Yen Loans.

(5) Promote efforts to develop high-quality human resources in peacebuilding areas

In peacebuilding development assistance, a sufficient number of personnel with special knowledge and experience need to be deployed at the Japanese Embassy in the concerned country. For this purpose, it is needed to establish and strengthen a mechanism that enables human resource development in the peacebuilding area and timely dispatch of such personnel.

As for domestic effort for human resource development in the peacebuilding area, training programs should be expanded and upgraded, and the government effort to promote field-training

programs should be continued. In addition, personnel dispatch to UN Peace Keeping Operations (PKOs) or dispatch of Japanese aid worker to the field should be promoted and continued as a means of personnel training in the field. Further, institutional development is essential to foster and develop peacebuilding assistance personnel and to make peacebuilding work attractive and heighten the social valuation of peacebuilding assistance. For example, one option is that government officials who are dispatched to the field be given high marks in employee evaluation. Another is to develop an official commendation program for peacebuilding assistance personnel who come from private companies, educational institutions and hospitals. Further, it is desired to develop human resources networks and databases, designed to dispatch high-skilled personnel promptly.

(6) Improve and expand aid modalities and their operations to meet the needs of peacebuilding development assistance

Japan should continue its efforts to improve and expand assistance modalities and their operations to meet the needs of peacebuilding development assistance. In the two aid modalities targeted at NGO, Grant Assistance for Grassroots Human Security Projects and Grant Assistance for Japanese NGO Projects, a security expense should be allowed as one of the expenses, if such an expense is essential in the peacebuilding development effort. Second, in those two modalities, a certain percentage of total expense should be allowed as “emergency expense”. Third, it is desirable to conduct follow-up monitoring of improvement efforts for the prompt implementation of Japan’s technical assistance.

(7) Flexibly and strategically utilize Grant Assistance for Grassroots Human Security Projects

In order for the Grassroots Human Security Grant Aid to produce positive and peacebuilding-oriented outcomes, this aid modality should be utilized in a flexible and strategic way. Efforts in Afghanistan were a good reference. To promote peace at the grassroots level so that people feel the “peace dividend”, Grant Assistance for Grassroots Human Security Projects should be used for various, albeit small, projects which would directly benefit local people. In addition, it is desirable to use Grant Assistance for Grassroots Human Security Projects strategically in such a way that it builds and promotes relationship of mutual trust between Japanese governmental/nongovernmental officials and aid workers, and local people. Bearing this aspect in mind, Japan should examine more strategic means of assistance implementation.

(8) Establish well-developed and flexible organizational structure for security measures

Peacebuilding assistance, by definition, is often implemented in dangerous areas. In order to secure the safety of aid workers and implement assistance in a smooth, efficient and effective way, it is essential to establish a well-developed and flexible structure for security measures. First, general rules and policies for security measures in peacebuilding development assistance should be formulated, including the following: an organizational structure for security measures at the Japanese Embassy; rules for security equipment; rules for countermeasures in case of emergency both at the Embassy and MoFA; a policy for network building with NGO’s and international institutions; and general security rules to which governmental and non-governmental officials refer. Second, at the Japanese Embassy, organizational structure and

security equipment should be strengthened. In order to grasp the condition of Japanese officials and aid workers, to collect security information and to take necessary safety measures, a sufficient number of personnel should be deployed at the Embassy. Third, it is desired to better utilize local staff who have detailed local knowledge, and being local people, they may reduce security risk. Fourth, a compensation system should be developed for the worst case. As has not been the case so far, government officials and private experts must not be forced to engage in peacebuilding development efforts. In the event that Japanese assistance workers should be injured or killed in peacebuilding efforts, Japan should develop a compensation and assistance system for the injured person and his/her family

(9) Examine concrete measures for effective implementation of DDR

Japan should re-examine measures for active engagement in assistance for DDR in the future. Under the current ODA Charter, DDR is one of the priority areas to provide ODA. In Afghanistan, where DDR has been implemented as one continuous process, Japan was not able to provide assistance to the DDR process in a comprehensive way. In peacebuilding efforts, DDR may not be implemented as one process and, in some cases, only demobilization and/ or reintegration would be implemented. However, it is highly likely that Japan will face a situation like Afghanistan where DDR is implemented as one process. In such a case, Japan needs to implement effective assistance in a way that is consistent with the ODA Charter. Thus, Japan should examine concrete measures for DDR assistance.

Post-Script

Here we will briefly explain two points which we consider important for Japan's peacebuilding assistance in the future, which we did not include in the recommendation section in light of the characteristics of this evaluation.

First, Japan's organizational structure of peacebuilding development assistance should be reexamined. When peacebuilding development assistance is analyzed from a wider perspective, coordination should be strengthened between MoFA and related governmental agencies such as the Cabinet Office and Defense Agency.

Second, the relationship between assistance to DDR and the ODA Charter should be re-examined, which was mentioned in the last part of the recommendation. Referring to a principle of avoidance of ODA use for military purposes stated in the ODA Charter, ODA assistance can not be provided to DDR activities that include the disarmament process which is implemented by an army or presupposes reuse of collected arms. There could also be other disarmament activities that may contradict the above-mentioned principle of the ODA Charter. To solve this issue, Japan has the following choices: First, change the language or interpretation of the ODA Charter; second, implement DDR process assistance under the current language or interpretation of the ODA Charter; third, utilize other budgets than ODA to implement DDR process assistance which may be incompatible with the ODA Charter as political assistance. In order to implement effective DDR assistance, Japan should consider new assistance measures, including one utilizing other budgets than ODA.