

Third Party Evaluation Report 2011
Ministry of Foreign Affairs of Japan

Evaluation of Grant Aid for Fisheries

-Summary-

February 2012

Nomura Research Institute, Ltd.

Preface

This report is a summary of the “Evaluation of Grant Aid for Fisheries” undertaken by Nomura Research Institute, Ltd. entrusted by the Ministry of Foreign Affairs (MOFA) of Japan in FY2011.

Since its commencement in 1954, Japan’s Official Development Assistance (ODA) has contributed to the development of partner countries, and finding solutions to international issues which vary with the times. Recently, there have been increased domestic and international calls for more effective and efficient implementation of ODA. MOFA has been conducting ODA evaluations mainly at the policy level with two main objectives: to improve management of ODA; and to ensure its accountability. Those evaluations are conducted by third parties to enhance their transparency and objectivity.

This evaluation study will review overall grant aid for fisheries as scheme which has been conducted by the Government of Japan since 1973 and subsequently, prepare recommendation for policy formulation and effective/efficient implementation for the future project based on the lessons obtained through the analysis.

Associate Prof. Jin Sato, Department of Pan Asia Studies, Institute for Advanced Studies on Asia, University of Tokyo, acting as a chief evaluator, and Prof. Hisashi Kurokura, Graduate School of Agricultural and Life Sciences/Faculty of Agriculture, University of Tokyo, being an advisor for the evaluation, made an enormous contribution to this report. Likewise, MOFA, the Japan International Cooperation Agency (JICA), and the ODA task force as well as the government and institutions in Antigua & Barbuda and Commonwealth of Dominica, donors and NGOs also made invaluable contribution. We would like to take this opportunity to express our sincere gratitude to all those who were involved in this study.

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

March 2012 Nomura Research Institute, Ltd.

Evaluation of Grant Aid for Fisheries (Scheme Evaluation)

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<p>2. Period of Evaluation:</p> <p>June 2011 – February 2012</p>	
<p>3. Country Survey</p> <p>Antigua and Barbuda, Commonwealth of Dominica</p>	 <p>(Landing Bridge, Portsmouth Fisheries Center, Commonwealth of Dominica)</p>

Outline of Evaluation

1. Evaluation Results

● Relevance of Policies

Most projects under consideration conform with, or partly accord with the development goals of the fishery sector, the national development plan, which is the higher goal of the recipient country, as well as with Japan's development policies, etc. In particular, the combination of grant aid with technical assistance raises the infrastructure utilization in the medium and long term. The recipient country has strong needs for aid from the viewpoint of sustainable use of marine resources, and this is one of the comparative advantages of Japan's aid.

● Effectiveness of Results

Piecing together previous reports of related individual projects, most of them achieved the expected results and contributed to achievement of the development goals of the recipient countries. An important contribution was achieved in countries where assistance in the fishery field was provided continuously, and in many cases it was observed that coalition with technical

cooperation helped secure and increase effectiveness. On the other hand, lack of sufficient information about natural conditions, facilities needs and ability to upkeep equipment had a negative impact on effectiveness.

● **Appropriateness of Processes**

Most grant aid projects for fisheries adopted appropriate processes, promoting the relevance and effectiveness of the projects and helping the recipient countries achieve their development goals. Moreover, it was also confirmed that these projects are promoting a development effect through a combination of other schemes, such as specialist dispatch and grassroots grant aid.

2. Main Recommendations

(1) Integrated approach linked with technical assistance

In order to conduct grant aid for fisheries more effectively, the best approach is to design an overall development plan for the fishery sector, including technical assistance first, and then to place the grant aid project into the grand design. To achieve this, first, the grant aid project should be positioned into JICA's country or region-specific program, and second, a group of experts, including specialists of fisheries, should be formed and enhanced with its advisory functions.

(2) Pursuit of spillover effects beyond to the fishery field

Pursuing various spillover effects beyond the fishery field could increase aid impact and also raise Japan's presence in terms of diplomacy.

Specifically, the following actions should be taken: make the recipient country aware that combining projects could be effective, and use fishery facilities for activities other than their primary functions, such as publicity campaigns, etc., to increase aid impact and raise Japan's visibility.

(3) Design a detailed plan according to users' needs

To reflect various needs from the recipient country, users' needs should be sufficiently taken into consideration at each stage of the preparatory study, the detailed design, and of the construction. JICA could consider instituting more efficient system for this.

(4) Considering the diplomatic effect

Diplomatic effect is a new item introduced into the ODA Evaluation Guidelines by the Ministry of Foreign Affairs this year. To evaluate the diplomatic effect of Japan's ODA policy or of grant aid scheme for fisheries, this report suggests a new approach with three steps: evaluation of sharing of Japan's diplomatic objectives at the local level; evaluation of the recipient country's awareness of Japan's policy and diplomatic objectives; and evaluation of the recipient country's reactions.

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

Table of Contents

Preface	1
Evaluation of Grant Aid for Fisheries(Outline)	3
Chapter 1: Evaluation Purpose and Principles	7
1.1 Background and Purpose.....	7
1.2 Projects Evaluated	7
1.3 Framework	7
1.4 Evaluation Study Methodology.....	10
Chapter 2: Outline of Japan’s Grant Aid for Fisheries	11
2.1 History of the Scheme	11
2.2 Operation and Procedures	11
Chapter 3: Results of Evaluation.....	13
3.1 Evaluation of Relevance of Policies	13
3.2 Evaluation of Effectiveness of Results	14
3.3 Evaluation of Appropriateness of Processes	19
Chapter 4: Basic Recommendations.....	21
4.1 Integrated Approach Linked with Technical Assistance	21
4.2 Pursuit of Spillover Effects beyond Fishery Field	22
4.3 Careful Plan Design Based on the User's Needs	23
4.4 Concept of the Diplomatic Effect.....	25

Chapter 1: Evaluation Purpose and Principles

1.1 Background and Purpose

This evaluation of the grant aid scheme for fisheries aims at obtaining useful insights and lessons so that the scheme could be utilized in a more strategic manner to plan and more effective and efficient implementation of projects.

The evaluation results will be open to public and forwarded to developing countries with a view to publicizing Japan's ODA policies and also to promoting understanding of these policies among those countries.

1.2 Projects Evaluated

This evaluation reviewed the evaluation report by MOFA or JICA as of November 2010, on 23 grant aid projects for fisheries. This evaluation was an across-the-board evaluation of the projects. In addition, a field survey was conducted in the two Latin American countries of Antigua and Barbuda and the Commonwealth of Dominica. Eight grant aid projects for fisheries implemented in these countries were also included in the scope of evaluation.

1.3 Framework

The evaluation framework is outlined below.

Outline of Evaluation Framework

Perspectives	Items	Description
I. Relevance of policies	Consistency with higher aid policies of Japan	√ Evaluation of consistency of the projects with Japan's policies for grant aid cooperation ("Definition of Grant Aid Project for Fisheries in the ODA White Paper", "ODA Charter", "Mid-Term Policy on ODA", "Guidelines for Grant Aid Assessment" and "Guidelines for Implementation of Grant Aid")
	Consistency with development plans of the recipient country	√ Evaluation of the consistency of Japan's aid schemes and related projects with the development plans (national development plan, fishery sector development plan, etc.) mainly of the countries studied in the field survey
	Characteristics of Japan's aid and collaboration with other donors	√ Evaluation of the characteristics of Japan's grant aid projects for fisheries, presence of Japan's aid and collaboration with other donors through the field survey

<p>II. Effectiveness of Results</p>	<p>State of achievement of the intermediate goals</p>	<p>√ Analysis of the relevance of the intermediate goals listed below to each project, based on the basic design study report (intermediate goals: benefits or effects to be achieved when a facility or equipment is in operation; the issue which the grant aid project for fisheries in question directly attempted to solve)</p> <ul style="list-style-type: none"> • More efficient fishing operations and distribution • More hygienic handling of marine products • Increased volume and/or efficiency of marine product processing • Increased diffusion of skills and/or technical guidance to fishermen • Progress of surveys/research/development of the fishing industry <p>√ Analysis of the state of achievement of the intermediate goals of each project, in terms of the operating rate and general utilization of facilities or equipment, in comparison with the plan and basic design study report, etc.</p> <p>√ Cross-sectional analysis of the state of achievement of each intermediate goal, factors accelerating and inhibiting achievement and or identification of pending tasks</p>
	<p>State of achievement of development goals in the fishery sector</p>	<p>√ Analysis of the expected contribution of each project to development goals in the fishery sector listed below, based on the project and relevant intermediate goals</p> <ul style="list-style-type: none"> • Improved livelihood for fishery sector workers • Increased production and distribution of domestic marine products • Increased value of domestic marine products • Improved marine resource management <p>√ Analysis of the degree of achievement (i) to improve fisheries resources management and (ii) to contribute to the development goals of each recipient country, based on the intermediate goals, description of the effectiveness and impacts in the project evaluation report, as well as relative size of the project in the fishery industry of the recipient country</p>

	Contribution to higher development goals	√ Analysis of the contribution to the higher development goal of “contributing to socioeconomic development through the sustainable development of domestic fishery resources”, based on the status of the fishery industry and its achievement of the intermediate goals as well as development goals of the fishery sector
III. Appropriateness of Processes	Division of work in terms of policy planning and project implementation	√ Division of work in Japan √ Division of work between Japan and the recipient country
	Finding and selecting projects and its operating procedure	√ Status of consultation and collaboration with the government of the recipient country <ul style="list-style-type: none"> • Recipient country selection process • Implementation guidelines suitable for the situation of the recipient country • Project formulation process • Liaison and collaboration system and consultations between the policy planning bodies and implementing bodies at the project formulation stage. √ Responding to progress or changes in the national political scene
	Collaboration with the private sector, etc.	√ Collaboration with the private sector, NGOs and citizens' groups at the project formulation stage <ul style="list-style-type: none"> • Verification of the process of collaboration and specific examples
	Implementation and monitoring of the project and feedback	√ Checking of project implementation and management status <ul style="list-style-type: none"> • The tender process and ensuring transparency • Project management and monitoring
	Steps taken for “Visible ODA”	√ Analysis of the public relations <ul style="list-style-type: none"> • Public relations concerning the fishery grant aid scheme
	Degree of understanding of diplomatic goals	√ Degree of understanding of the diplomatic goals among the people involved in the grant aid scheme for fisheries √ Case study in the recipient countries

Source: Prepared by the Study Team

1.4 Evaluation Study Methodology

(1) Study in Japan

(2) Interviews and Data Gathering in the Countries Concerned

Chapter 2: Outline of Japan's Grant Aid for Fisheries

2.1 History of the Scheme

The grant aid scheme for fisheries was introduced in 1973. In subsequent years, Japan's fishery has been forced to shift from "catching fishery" or "joint venture fishery" to "purchasing fishery." The grant aid scheme served in some ways as a tool for ensuring better outcomes in fishing negotiations, etc. as it has been provided on a priority basis to those countries whose EEZs provide fishing grounds for Japanese fishing fleets¹.

As the new challenge of appropriate resources management has surfaced today against the global declining marine resources, the grant aid scheme must adopt new policy perspectives. These perspectives demand transformation of the scheme to seek much broader national interests, such as fishing rights for Japanese fishing fleets or international support for Japan's position on global issues like climate change, international transport security, rare resources, in addition to the conventional agendas of assisting the development goals of recipient countries.

2.2 Operation and Procedures

The project screening and decision-making processes in regard to grant aid projects for fisheries are basically the same as those for general grant aid projects. However, the relationship of the candidate country with Japan in the fishery sector is taken into consideration in a selecting process. The project implementation mechanism is basically the same as that for general grant aid projects.

(1) Outline and Basic Policies

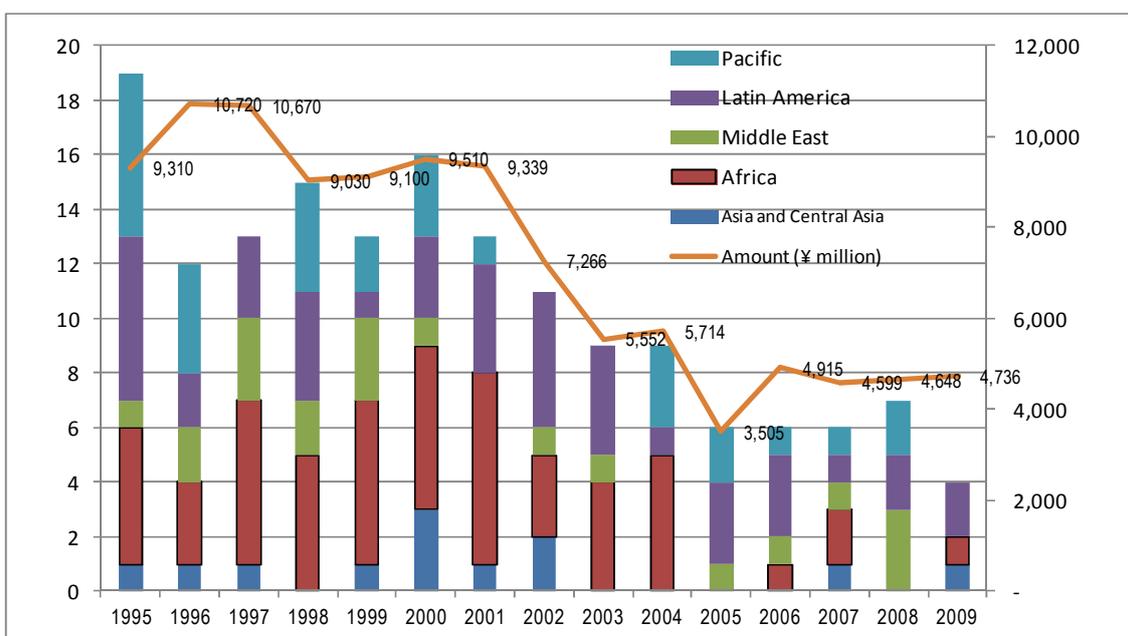
In the late 1960's, coastal countries, particularly coastal developing countries, began to increasingly insist on their right to exclusively exploit coastal fishing resources. In response, the Government of Japan launched a grant aid scheme for fisheries in 1973 as part of ODA. This was based on the belief that the preservation of friendly relationships in the field of fishery through active assistance, including grant aid, for fishery development projects in coastal

¹ For example, the 1994 edition of Japan's ODA contains the statistic that the total amount of Japanese ODA for South Pacific island countries accounted for some 1.2% of the total ODA amount. However, the ratio of these countries in the total amount of grant aid was as high as 3.3%, most of which went to the fishery sector.

developing countries would be an effective strategy for securing the overall size of the catch of Japan's fishing fleets and the import volume of marine products to Japan by obtaining fishing rights or establishing joint ventures.

From its launch in 1973, some 450 projects were implemented to the end of FY 2009. Up to FY2001, the average number of projects a year was over 10, with a total grant amount of some 9 billion yen. But due to fiscal austerity in recent years, the annual number of projects has gradually declined since FY2002, dropping to 5–7 projects a year since FY2005 with an overall annual budget of some 4 billion yen, which is less than half of the peak period amount.

Number (Left Scale) and Amount (Right Scale) of Grant Aid Projects for Fisheries by Region since FY1995



In June, 2010, JICA announced Cooperation Policies by Region in the Fishery Sector (not confined to the fishery grant aid scheme). From a global perspective, these policies focus particularly on such priority themes as “promotion of vigorous fishing villages,” “stable supply of food” and “conservation of marine resources.” It is made clear that globally important issues, in particular “conservation of marine resources,” drive the policy underlying Japan’s cooperation in all regions.

Chapter 3: Results of Evaluation

3.1 Evaluation of Relevance of Policies

Evaluation of the relevance of policies is based on 23 grant aid projects for fisheries and on field surveys in Antigua and Barbuda and the Commonwealth of Dominica.

The following points were evaluated:

- (1) Fishery development goals in beneficiary countries
- (2) Relevance of national development plans (higher goals)
- (3) Relevance of Japan's ODA policy and its development aid plan

The results of evaluation based on those three development goals are as follows.²

Evaluation of Relevance of 23 Grant Aid Projects for Fisheries

	Asia	Africa	Pacific	Latin America	Total
Relevant	1	10	0	7	18
Partially relevant	0	3	1	1	5
Not relevant	0	0	0	0	0

Among the 23 projects, development goals were relevant in 19 projects. But in some cases, there is room for improvement, as the following example shows.

Case : Plan for building a fish market in Africa

The initial goal setting of the project was to provide facilities and equipment with wholesale and retail functions and a sanitation inspection system for marine products. The facility works well as a wholesale market for frozen fish, but wholesale and retail functions and a sanitation inspection system for fresh and smoked seafood have not been improved.

²Based on project evaluation reports for the 23 projects, evaluation standards for relevance to development goals were as follows.

Relevant: Overall evaluation and a secondary evaluation by experts exceed A-/highly relevant.

Partly relevant: Overall evaluation or a secondary evaluation by experts exceeds B-/moderately relevant.

Not relevant: Overall evaluation (and a secondary evaluation by experts) are below B-.

In the Commonwealth of Dominica where a field survey was conducted, improvement of fishery, generation of income for fishermen and improvement of sanitation levels at domestic fish markets are important development goals.

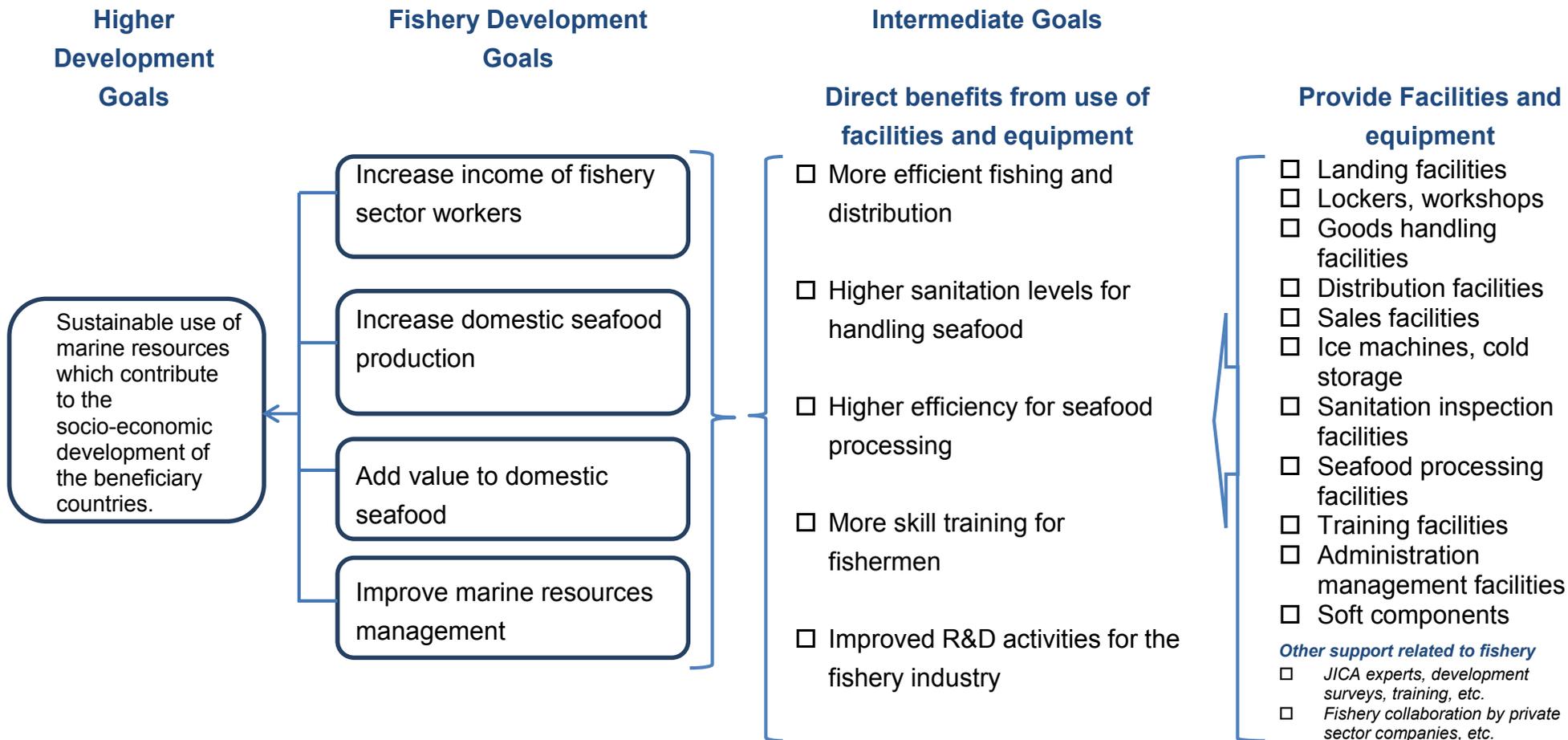
While the Fishery Bureau of the Commonwealth of Dominica was in strong need of new ports and fish markets to modernize the fishery and expand the domestic seafood market, Japan's grant aid for fisheries provided a port in Marigot to overcome topography limitations, a sanitary fish market in Roseau, and successfully improved fishery efficiency in Portsmouth by forming a fishery cooperative, etc. In both Antigua and Barbuda and the Commonwealth of Dominica, promotion of fishing and fishery were acknowledged to be a distinctive feature of Japan's grant aid for fisheries both by the governments and by other donors such as the FAO, etc.

Although other donors also undertake aid projects to conserve marine resources, Japan's grant aid for fisheries is differentiated in its aim to improve the capabilities of the Fishery Bureau, promote fishery industry development and encourage sustainable use of marine resources. This could be a comparative advantage for Japan to meet the needs of beneficiary countries.

3.2 Evaluation of Effectiveness of Results

3.2.1 Map of fishery grant aid project goals

A map of goals of grant aid for fisheries based on the 23 projects evaluated is shown below.



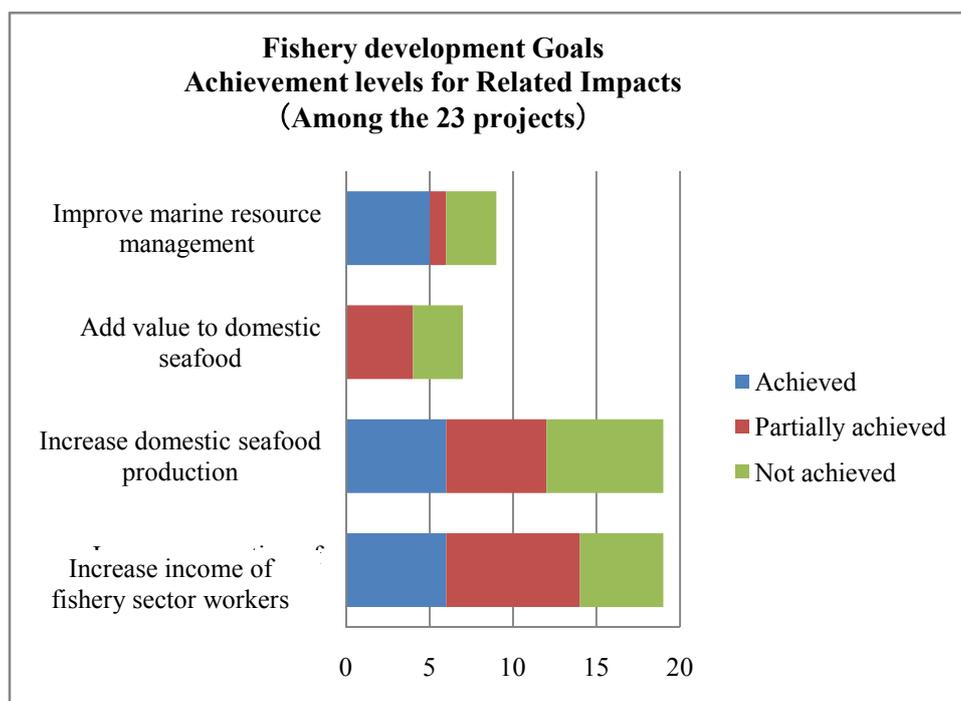
3.2.2 Contribution toward fishery development goals

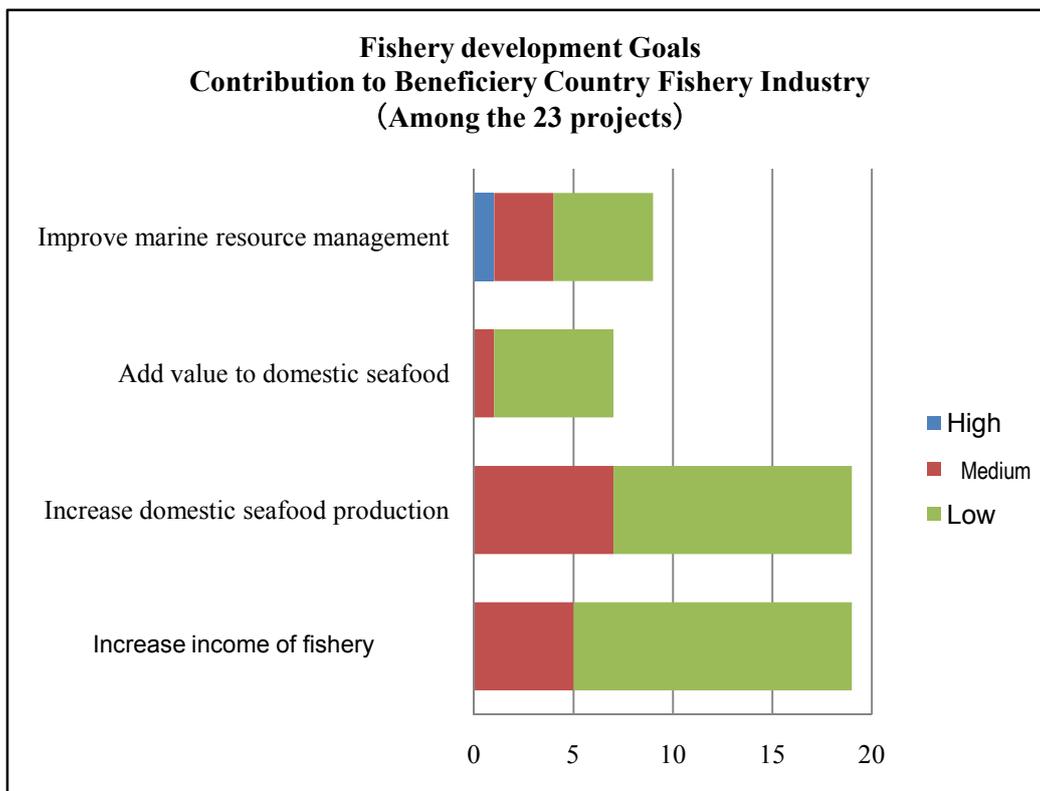
The estimated contribution of each project to the four fishery development goals on the map was evaluated based on project content and intermediate goals.

In addition, for each project, achievement levels for estimated impacts and degree of contribution to beneficiary countries' development goals were evaluated based on achievement of intermediate goals, project impact and effectiveness described in project evaluation reports, and the position and relative size of the projects within the fishery industry in beneficiary countries.

The results of evaluation are shown in the tables below.

Contributions to fishery development goals in beneficiary countries
(Number of effective projects among the 23 grant aid projects for fisheries)





Source: Evaluation team's analysis based on basic planning survey and project evaluation reports.

Note: Evaluation criteria were as follows:

Achievement level: achieved (over 80%), partially achieved (50-80%), not achieved (under 50%)

Contribution to beneficiary country fishery industry:

High: Had an impact on the entire beneficiary country fishery industry

Medium: Had partial impact on the beneficiary country fishery industry

Low: Had only limited impact on beneficiary country fishery industry

3.2.3 Contribution to higher development goals

Among the 19 countries where the 23 projects were conducted, projects in 11 countries were judged to have contributed to achieving fishery development goals from a medium to a high level. In those countries, grant aid can be deemed to have made some degree of contribution to socioeconomic development through the improvement of fishery industry.

Even though the contribution of each project may be small, the cumulative effect of multiple projects could have adequate impact to the fishery industry of beneficiary countries. For example, in some cases, building main roads to fishery complexes, or business development near busy fishery distribution facilities contributed to community development, too, meaning that fishery grant aid projects could have a positive impact on socioeconomic development beyond the fishery industry.

3.2.4 Negative factors for effectiveness

(1) Issues lowering effectiveness

Based on the evaluation report of the 23 grant aid projects for fisheries and on the field surveys in the two countries, certain common issues were identified as a factor which interferes with the effective operation and use of fishery facilities.

Negative factors regarding operation and use of fishery facilities

Factors related to operation (operation and maintenance level)

- ① Shortage of human resources, funds and technology for operation and maintenance (7)
- ② Delays in coordination and administrative procedures in preparation for operation (4)
- ③ Difficulty with operation and maintenance of Japanese products such as ice machines, etc. (3)
- ④ Limitations due to sedimentation in ports/harbors (3)

Factors related to facility use (individual services level)

- ⑤ Overestimated prediction on the scale of port/harbor and processing facilities(5)
- ⑥ Not fully use of equipment and facilities due to the change in operation and distribution(4)
- ⑦ Underestimated prediction on the size of port/harbor facilities and equipment(3)
- ⑧ Lack of necessary facilities and equipment(3)
- ⑨ Poor specifications or difficulty of using (3)

Note: Shows issues shared across three or more projects. Numbers in parentheses indicate number of projects.

(2) Activities for increasing effectiveness

Putting together findings based on evaluation report of the 23 grant aid projects for fisheries and the field surveys in two countries, the evaluation team found two key success factors which increase the effectiveness of the projects:

- ① Tie-ups with technical support for planning, operation and use
- ② Aim for project spillover effects beyond the fishery industry

3.3 Evaluation of Appropriateness of Processes

3.3.1 Results and findings

(1) Project components

The quality and quantity of project components input was generally appropriate, but the following issues requiring improvement were also identified.

- Provided equipments are sometimes not in use or in limited use due to local factors such as force majeure, change of governmental policy, etc.(Ex. Plan for repairing the bonito and tuna fishing infrastructure in Solomon Islands)
- Inadequate understanding of beneficiary countries' needs at the stage of basic design implemented by Japan (Ex. Maputo fishing port improvement plan in Republic of Mozambique, etc.)
- Donated equipment is not in effective use due to its over-advanced specifications (Ex. plan for building a fishery survey ship in Kingdom of Morocco, etc.)

However, it was found that some cases shows that Japan's grant aid projects for fisheries are effective in promoting public understanding and support for Japan, as in the following cases:

A) "Grenville fishery supply chain improvement plan in Grenada" (2002)

Refrigerators and ice machines installed at a fishery complex were used for food storage when a major hurricane hit the island. This translated into high reputation toward Japan's aid.

B) "Plan for building a fishery technology development center in Kingdom of Morocco" (2001)

Public relations directed toward visitors at international events held at the center contributed to building stronger ties with Japan.

C) "Plan for building a fishery survey ship in Republic of Senegal" (1999)

Through the press tours conducted by JICA, other donors were well acquainted with Japan's ODA policy.

(2) Combining support for infrastructure with skill development

In addition to aid schemes which construct infrastructure, technical support combined with grant aid for fisheries (dispatch of fishery experts, training in

Japan), provided since 2008 when JICA began handling the grant aid, has been quite effective.

For example, in Senegal, a fishery survey provided through a general development survey of the ship construction project contributed to the appropriateness and effectiveness of the project through human resources development.

Combining grant aid for fisheries with technical support or other projects contributes to making projects more effective.

(3) Feedback process

The project evaluation reports are compiled as a database and the learned lessons and recommendations are well shared within JICA. That has contributed to making the grant aid more effective. In general, the feedback process for each project also works effectively.

(4) Diplomatic process

The 23 project evaluation reports contained very limited information about the projects' contributions for diplomatic effect. Therefore, the evaluation team suggests some recommendations on Chapter4 to evaluate this item.

Regarding a diplomatic process, It was confirmed through interviews or field survey that diplomatic goals of fishery grant aid were well shared not only by personnel on the Japan side (MoFA, Fisheries Agency, JICA) but also by the recipient countries' side.

3.3.2 Problems to be solved concerning appropriateness of processes

(1) Issues of basic design and preparation survey

To address the issue of inadequate understanding of the needs of beneficiary countries, private consultants assigned should communicate closely with the beneficiary country's side. The advanced design phase is the best time for incorporating local needs well into fishery grant aid projects.

(2) Lessons learned from evaluation reports and utilization of feedback

A broad sharing with local beneficiaries of Japan's views and methods related to marine resource conservation will be important for promoting understanding of Japan's ODA policy and also its diplomatic goals.

Chapter 4: Basic Recommendations

4.1 Integrated Approach Linked with Technical Assistance

The fishery industry, which is directly connected with marine resources and nature, carries out fish catching, distribution and processing for changing domestic/overseas markets. To conduct grant aid for fisheries more effectively in the context of a complex and uncertain background, the best way is to consider the grand design of the entire fishery sector and incorporate the grant project within the grand design. In other words, a background study for a comprehensive master plan (or feasibility study) and a sector study should be considered in conjunction with tie-ups with other cooperation schemes before implementation of the grant project. By so doing, it is possible to develop more effective combination of grant aid projects, including grant aid for fisheries, at the right time. In fact, there are many cases where effectiveness was improved or secured through tie-ups with technical assistance programs.

Tie-ups with technical assistance programs could bring about the following advantages:

- Fishery policies and development plans could be clarified with the cooperation of policy advisers or development studies, allowing planning of facility development projects with higher relevance.
- Past experience and consolidation of information obtained through technical cooperation could give easy access to rich and important information for design. Such information includes the state of aquatic resources and the fisheries industry, facilities-related needs, and the operation and management capabilities of related bodies.
- Planning/implementation/follow-up could be performed efficiently and effectively with the advice of JICA experts remaining on site and through communication with the recipient country via these experts.
- Guiding local experts and training in Japan could help build local capability to operate and manage the fishery facilities.
- By utilizing the facilities constructed by the grant aid project, technical cooperation could be performed more efficiently.

Specifically, the following methods could be used.

- To maximize the advantages of a tie-up between grant aid for fisheries and

technical cooperation, JICA would need to place the grant aid into the entire fishery sector cooperation scheme for the country/regional assistance program. For recipient countries where the grant aid project might be newly implemented, technical cooperation should come first to smooth the way for project implementation.

- JICA would build a network of experienced experts, consultants and scholars in the field to raise the quality of technical cooperation and create a new system inviting more broad comments from many sources, at the basic design and detailed design stages. To achieve this, it would be useful to accumulate experience in cooperation with the fishery sector of countries/regions and attract experts.

4.2 Pursuit of Spillover Effects beyond Fishery Field

Grant aid projects for fisheries include elements such as approach roads to facilities and some fishery complexes which could be used not only for fishery but also for other various socioeconomic activities. Some examples include a bus terminal which brought vitality to the facilities, a fishery complex also used for environmental education by local schools and NGOs, and a facility which hosted a seafood festival or a town festival. If facilities are built in an area with a small fishing industry, it is natural for the recipient country to want to maximize its use to energize the area.

Thus, pursuing various spillover effects beyond fishery could increase development impact and also raise the presence of Japan's aid and boosts its diplomatic effect. The following specific methods would be possible ways of accomplishing this.

- Facilities donated through the grant aid projects should not be limited to fishery; this awareness should be shared among JICA, the Ministry of Foreign Affairs and the Japanese organizations concerned that while centering on the fishery sector, these facilities could also contain other facilities meeting local needs and this should also be communicated to the recipient country.
- At the preparatory study and basic design stages, confirming the local needs as widely as possible at the project site should be conducted and thus related facilities in need would be added to the project.
- In the field of public relations, it could be a good way to increase the opportunity for the local people approaching Japanese ideas on the

environment and resource conservation. To achieve this, Japan's contributions should be promulgated from a more integrated viewpoint by using the facilities donated as a setting for other schemes. Below are some examples of this.

- ✓ Books and videos on nature protection and resource utilization in Japan could be useful, offering to NGOs wishing to use the facility for community activities or marine resource conservation activities, through the grassroots grant aid scheme. By so doing, the facility could be used to promulgate the Japanese ideas or philosophy on sustainable use of natural resources and conservation.
- ✓ Cooperative activities to the local community (e.g. education at school and outdoor nature protection activities) by Japan Overseas Cooperation Volunteers (JOCV) or dispatched JICA experts could make the donated facilities be used for these promotions.
- ✓ The Ministry of Foreign Affairs could promote more activities that would accelerate the usage of the donated facilities as a base for events and schoolchildren's education through the Japanese embassies in recipient countries, etc.

4.3 Careful Plan Design Based on the User's Needs

The following situations may arise if the needs of the recipient country are not grasped properly.

- ① Basic layout and arrangement of facilities
- ② Procurement sources and product quality of equipment
- ③ Details concerning positioning and height of equipment

In these cases, changes in design would require many complicated procedures and heavy costs in descending order from items ① to ③. Namely, item ① is dealt with in the basic design of the Preparatory Survey, item ② at the implementation design stage after concluding of the E/N, and item ③ from the implementation design stage to the construction stage. Efforts to make items ① to ③ meet the needs of the recipient country can be achieved through the following activities.

① Basic layout and arrangement of facilities

At the stage of the recipient country's approval in the preparatory survey, it is also difficult for the recipient country to suggest improvements based on the image of the layout and arrangement of facilities (layout plans). It is often the case that the basic layout and arrangement of facilities are approved without showing them to construction or architecture experts or without hearing a variety of opinions of the people who will actually use the facilities (although it is almost impossible for grassroots people to make comments based only on layout plans), so the layout or basic design tends to be approved without reflecting deeply on local comments.

To deal with this, a network of experienced experts, consultants and scholars could be formed who should be given opportunities to comment during the two-month period when JICA's Design and Estimate Examination Office checks the plans. And when comments on the preparatory survey draft are obtained, it would be hopeful to obtain approvals systematically from the design authorities and the local persons in charge at the bodies that will be using the facilities, in addition to the government of recipient countries.

② Procurement sources and product quality of equipment

It is customary for most of the work of the implementation design, which designs procurement sources and product quality of equipment, to be carried out in Japan, basically for 3-4 months. Even for grant aid projects for fisheries, work in the recipient country only accounts for limited period, about 1 month for implementation design. Mismatch of needs, such as using Japanese-made equipment for which it is hard to obtain spare parts, or with overly-sophisticated functions compared to required needs, etc. could be greatly remedied by increasing time for consultations with the local counterpart.

It's recommendable for JICA to instruct the consultant to work at the project site as long as possible and carry out the implementation design work with local people and, naturally, JICA would need to consider the possibility of allocation of additional budget for that.

③ Details concerning positioning and height of equipment

For example, it sometimes happens that due to lack of knowledge, the height of faucets and goods-handling platforms at fishery facilities are constructed inappropriately from the viewpoint of sanitation. These minor

design errors could be easily modified at the construction phase if a fishery expert were assigned to the site. One effective way of dealing with this is for the members of the experts' network proposed above to check this aspect at the intermediate stage of construction, even though a consideration of the cost is needed. Further, consideration should be given to changing the guidelines regarding the contractor's process management so that both Japanese consultant and a person from the local design authority assigned as the Japanese consultant's counterpart should equally be responsible for the contractor's performance.

4.4 Concept of the Diplomatic Effect

When selecting countries for grant aid project for fisheries, the relationship to Japan's fishery has naturally been taken into consideration.

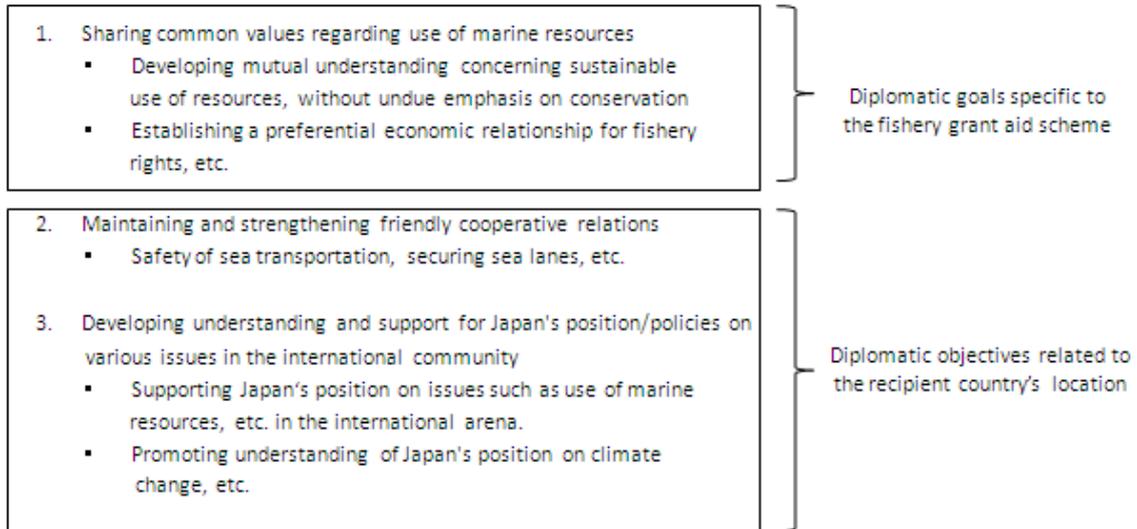
Viewed from the characteristics or the historical background of the scheme, to evaluate the overall effect of the scheme it is necessary to grasp not only the development effect but also the diplomatic effect.

Though the recent review of the ODA Evaluation Guidelines by the Ministry of Foreign Affairs, evaluation of the diplomatic effect was added to as a new point. And this report analyses diplomatic goals of the grant aid for fisheries and suggests the three steps below to evaluate its diplomatic effect.

1) Diplomatic goals to be evaluated

The evaluation team analyses that the diplomatic goals of the grant aid scheme for fisheries have two aspects: i) specific goals to the scheme, and ii) general goals targeting country and region (related to the fishery and environment fields). Strict division of the two goals may not always be realistic, but for convenience, the elements would be listed as shown below.

Evaluation of diplomatic goals



2) Steps for evaluating diplomatic effects

Steps for evaluating diplomacy effects, especially from the view point of process, are as follows:

- Step 1 Does the Japan's side share the diplomatic goals down to the field level?
- Step 2 Is the recipient country aware of Japan's policy and its diplomatic goals?
- Step 3 Is the recipient country showing positive reaction?

Steps for evaluating diplomatic goals

Evaluation Step	Indicator	Evaluation Method	Position of Evaluation
Step 1 (Does the Japan side share the diplomacy goals down to the field level?)	Degree of understanding/action toward Japan's diplomatic goals by JICA and embassy	• Interview survey with JICA and embassy of Japan in the recipient country	• Appropriateness of process toward diplomatic goals
Step 2 (Is the recipient country aware of Japan's policy and the diplomacy goals?)	Degree of understanding of Japan's diplomatic goals by the recipient country	• Interview survey with government agency of the recipient country	• Effectiveness of scheme toward diplomatic goals
Step 3 (Is the recipient country showing positive reaction?)	Degree of cooperative action with Japan's diplomatic goals by the recipient country	• Evaluation of supporting behavior of the recipient country in the international arena	

In addition, regarding Step 1, the following five steps related to the processes

from project formulation to implementation would be used for evaluation.

Check Point ①

Are goals and methods for diplomacy and grant aid for fisheries properly organized?

Check Point ②

Is the project selected from the viewpoint of consistency with diplomacy goals as well as development goals?

Check Point ③

Are the diplomatic implications of the scheme shared between MoFA and JICA? Are these implications reflected in project implementation?

Check Point ④

Are the diplomatic implications of the scheme shared by the task force (embassy, etc.), and are these implications reflected in project formulation?

Check Point ⑤

Is there a PDCA system covering the entire process for the scheme?