

**Third Party Evaluation Report 2012
Ministry of Foreign Affairs of Japan**

**Country Assistance Evaluation of Cuba
-Summary-**

**February 2013
KRI International Corp.**

Preface

This report is a summary of the “Country Assistance Evaluation of Cuba” undertaken by KRI International Corp. entrusted by the Ministry of Foreign Affairs (MOFA) of Japan in FY2012.

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, more effective and efficient implementation of ODA has been required not only in Japan but also in the international community. 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. These evaluations are conducted by third parties to enhance their transparency and objectivity.

This evaluation study was conducted with the following objectives: (1) to review the overall Japan’s country assistance policy for Cuba and to propose recommendations from the lessons learned that can be used in planning and executing effectively and efficiently the assistance policy for Cuba in the future, and (2) to fulfill the accountability by widely disseminating the results of the evaluation to the public.

Yasunaga TAKACHIHO, professor at Tamagawa University, served as a chief evaluator to supervise the entire evaluation process, and Tomomi KOZAKI, professor at Senshu University, served as an advisor to share his expertise on the region. Both have made enormous contributions to this report. Also, MOFA, the Japan International Cooperation Agency (JICA), and the ODA Task Force as well as government institutions in Cuba, donors and NGOs also made invaluable contributions. We would like to take this opportunity to express our sincere gratitude to all those who were involved in this study.

Finally, the Evaluation Team wishes to note that the opinions expressed in this report do not necessarily reflect the views or positions of the Government of Japan.

February 2013

KRI International Corp.

Country Assistance Evaluation of Cuba

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2. Period of Evaluation Study:

August 2012 – February 2013

3. Country Survey

Cuba



Milk tank donated by the Grant Assistance for Grassroots Human Security Projects , "The Project for Improvement of Milk Production Quality in the Municipality of San Jose de las Lajas in the province of Havana" and beneficiaries

4. Outlines of Evaluation Results, Recommendations and Lessons Learned

(1) Evaluation Results

(a) Relevance of Policies

The significance, basic policies and ODA priority areas in Japan's country assistance policy for Cuba are consistent with Japan's high-level ODA policies such as the ODA Charter and the Medium-Term Policy on ODA. Furthermore, its priority areas also show high relevance because they are consistent with documents approved by the Congress of the Cuban Communist Party that are considered as the guidelines for the direction of Cuban development as well as international priority issues (the concept of Human Security, the Millennium Development Goals and so on). Although it was difficult to confirm complementarity with other donors due to limited amount of assistance by donors in general, it was proved that Japan's ODA is along the line with other donors' direction of assistance and Japan offered its cooperation where it can have international initiative and comparative advantage.

(b) Effectiveness of Results

There was a restriction that neither indicator nor quantitative target in the ODA priority areas has been set in the country assistance policy for Cuba. For this reason, the Evaluation Team formulated an objective framework to develop provisional indicators/numerical targets and evaluated the impacts of assistance qualitatively and quantitatively, referring to this framework and the information gathered through interviews and other means. Due to the fact that the amount of Japan's ODA was quite limited and the assistance was focused on cooperation in the area of Development Study and investigation research, the Team was not successfully able to assess the degree of contribution of Japan's ODA in a rigorous manner. Nevertheless, it concluded that Japan's assistance made some contribution to target achievement in the priority areas.

(c) Appropriateness of Processes

The selection and confirmation process of ODA priority areas was assessed as appropriate in general because various opinions of stakeholders from both Japan and Cuba were fully taken into account. There were some impeding factors in the ODA implementation structure due to the fact that JICA had no field office in Cuba. Nonetheless, a range of countermeasures for effective assistance implementation were discussed and put into practice, for example, close coordination between the Embassy of Japan in Cuba and the JICA Mexico Office, enhancement of implementation structure by dispatch of staff, and conclusion of the Agreement on Technical Cooperation in 2009. In the project implementation process, it was difficult to conclude that projects were always implemented efficiently due to various factors that were beyond the control of Japanese side, such as complicated procedures and procurement systems in Cuba. On the other hand, rare personnel changes in the Cuban central government made it possible for Japan to establish long-term trust relations with Cuban counterparts throughout technical cooperation. Ex-participants of training programs were engaged in the work continuously, which helped the organizations accumulate experience and knowledge. From these factors, it has been confirmed that Japan's technology transfer was high in its efficiency.

(d) Evaluation from the Diplomatic Perspectives

The stable and continuous cooperation that Japan had provided to Cuba was promoting friendly relations and contributing to some extent to stronger diplomatic relations between two countries. However, given the limited input of Japan's ODA for Cuba, its impact was limited to deepen their economic ties. It is worth noting that 2014 will be a milestone in Japan-Cuba relations because it marks the year of 400th anniversary since Tsunenaga Hasekura, as a member of the Keicho Mission to Europe, landed in Cuba as the first Japanese. It is thus expected that Japan will show a strong presence in Cuba and elevate its ODA's diplomatic significance and ODA-driven diplomatic impact.

(2) Recommendations

(2) -1 Recommendations on Policy Formulation

(a) Prompt formulation of the Country Assistance Policy

As PDCA Cycle¹ has been adopted for implementing more effective and efficient ODA, prompt formulation of the Country Assistance Policy for Cuba and provision of information to public is in urgent need.

(b) Cooperation that backs up Japan's private sector

Based on the Japan's philosophy about international cooperation and some government's strategies for revitalization of Japan, it is expected that Japan will gain a foothold in Cuba where Japanese private companies can be engaged in rigorous economic activities in the future. For example, it is effective to expand the ODA's provision of materials and equipment/machinery to demonstrate more high-quality and highly-functional products of Japan to the government and the people of Cuba. Moreover, it will be worth considering to study the possibility to support private sector,

¹ The PDCA Circle is a method for improving projects through a circle continuously repeats the Plan (P), Do (D), Check (C) and Act (A).

and to encourage the trial use and introduction of Japan's technologies and products through Japan's cooperation scheme aiming for supporting private sector's activities (for example, preliminary studies for promotion of BOP business partnership²).

(c) Expansion of ODA schemes and promotion of collaboration among the schemes

In order to firmly achieve development impacts and to enhance the effectiveness of cooperation, it is expected that (1) Development Study, technical cooperation projects and Acceptance of Technical Training Participants are combined strategically and (2) additionally the strategic collaboration between these technical cooperation schemes and Grant Assistance for Grassroots Human Security Projects is studied. Furthermore, the Evaluation Team proposes that gradual expansion of aid schemes should be considered to include Grant Aid for General Projects and Grant Aid for Environment and Climate Change.

(2) -2 Recommendations on Assistance Implementation Processes

(a) Strengthened ODA's implementation structure

For effective and efficient implementation of cooperation in the future, it should prove effective to enhance the ODA's implementation structure by optimizing the framework of the Agreement on Technical Cooperation in 2009.

(3) Lessons Learned

(3) -1 Significance of ODA in Japan's Diplomacy

ODA is assessed to be highly significant in Japan's diplomacy toward Cuba as its stable and continuous assistance to Cuba helps to foster friendly and trust relations between two countries. On the other hand, in order to achieve the objectives of Japan's new ODA strategy "Enhancing Enlightened National Interest" and gain the public understanding of ODA in Japan, the implementation of cooperation that is more conscious of future coordination with the private sector will be necessary, considering the needs of partner countries. This will eventually further raise the significance of ODA in Japan's diplomacy.

(3) -2 Need for Strengthened Support System

Currently, the scale and form of Japan's ODA implementation structure with respect to a particular partner country are studied in accordance with the scale of cooperation to that country. The JICA field office and its personnel framework are also determined based on this criterion. Nevertheless, taking into consideration the particular circumstances of each partner country and their relations with Japan, it is necessary to establish a minimum support structure such as the set-up of the JICA field office, assignment of permanent staff (even though it is only one person), like dispatch of an aid coordination expert in Cuba, or use of local staff. This is to make sure timely information-gathering and coordination with partner country even though the ODA volume is limited. Enhancement of back-up structure in the aspect of materials and equipment should also be considered to realize business environment that enables

² BOP is abbreviation of Base of the Economic Pyramid. International project activities targeting the people in the low-income class called BOP. It aims to contribute to the solutions to social issues through improvement of the lives of the poor, while ensuring profits, in collaboration between private sector and development assistance organizations.

efficient and smooth operation by installing high-tech office machinery like latest-version computers, printers and copiers.

Contents

Preface

Outline

Chapter1 Implementation Policies for Evaluation	1
1-1 Background and Objectives of Evaluation	1
1-2 Scope of Evaluation	2
1-3 Evaluation Framework	2
1-4 Evaluation Steps	5
Chapter 2 Performance of Japan's ODA to Cuba during the Evaluation Period	7
2-1 Outline of Japan's ODA to Cuba	7
2-2 Results of ODA to Cuba and its Characteristics	7
Chapter 3 Evaluation Results.....	10
3-1 Relevance of Policies.....	10
3-2 Effectiveness of Results.....	11
3-3 Appropriateness of Processes	13
Chapter 4 Evaluation from the Diplomatic Perspectives	16
Chapter 5 Recommendations.....	18
5-1 Recommendations on Policy Formulation	18
5-2 Recommendations on Assistance Implementation Processes	20
5-3 Summary of the Recommendations	21
Chapter 6 Lessons Learned	22
6-1 Significance of ODA in Japan's Diplomacy	22
6-2 Need for Strengthened Support System	22

Map of Cuba

Photos

Chapter1. Implementation Policies for Evaluation

1-1 Background and Objectives of Evaluation

Cuba is the largest island country of the Caribbean islands located between the Caribbean Sea and the North Atlantic Ocean. Since the Cuban Revolution of 1959, Fidel Castro, President of the Council of State, had been in power as the head of state for nearly 50 years until he transferred power to his younger brother Raúl Castro in February 2008. Since taking over power, President Raúl Castro has been undertaking a series of economic reforms, such as replacing some of the work of the State by other modalities. The Sixth Congress of the Cuban Communist Party (PCC) in April 2011 adopted the “Resolution on the Guidelines of the Economic and Social Policy of the Party and the Revolution” (317 items), which includes the introduction of greater autonomy for state enterprises and the development of non-state forms of management in production and services. However, politically, there are no signs of changing the socialist system.

As for socio-economic status, the country has been pursuing social fairness since the establishment of revolutionary government as a socialist country through enhancement of economic, medical and welfare systems. However, affected by the collapse of the Soviet Union/Eastern European socialist countries, three hurricane strikes since 2008 and stagnation of the global economy, the country is in severe economic distress. Though experiencing a temporary economic recovery due to strengthened relations with Venezuela and China, in the medium- and long-run the country will still be facing issues like streamlining and diversifying domestic industry to strengthen a vulnerable economic base that heavily depends on a primary product, nickel. Cuba is also making efforts to promote tourism and overseas medical service. Since the self-sufficiency rate of agricultural products is low, the country is greatly affected by global food prices rise in recent years. Thus, an increase in food self-sufficiency through an increase in the volume of food production and agricultural productivity is an urgent issue to be addressed.

In terms of diplomatic relations, Japan and Cuba have maintained a stable bilateral relationship since establishment of diplomatic relations in 1929, unaffected by the Cuban Revolution (1959), the breakup of diplomatic relations with the United States (1961) and sanctions imposed by the EU on Cuba (2003-2008). Japan’s ODA to Cuba has been stably delivered although it has been limited to relatively small amounts due to various reasons. Putting political factors aside, Japan is now a friendly country for Cuba with an established trust relationship. 2014 is the 400th anniversary since the first Japanese delegation visit to Cuba. Not only Japanese residents including Japanese immigrants (about 1,100 people of first to fifth generation. A centennial celebration of Japanese settlement took place in 1998), but also the Government of Cuba expect that diplomatic ties between Japan and Cuba will be strengthened.

Under such ODA and diplomatic conditions, this evaluation study was conducted with the following objectives:

- To conduct an overall evaluation of Japan’s ODA policies for Cuba and to derive lessons and recommendations contributing to the formulation and implementation of policies for Japan’s future ODA,

- To provide accountability for Japanese citizens by widely disseminating evaluation results, and to provide feedback on evaluation results to related stakeholders in the Cuban government and other donors for ODA publicity, and
- To contribute to the improvement and visualization of ODA through this evaluation, based on the Japan's "ODA Review" (June 2010).

1-2 Scope of Evaluation

This evaluation study targets the overall policies associated with Japan's ODA for Cuba. The Evaluation Team first organized the conditions and issues of the target country and evaluated the overall Japan's country assistance policies (particularly focusing on the significance of cooperation, basic policies and cooperation in the ODA priority areas: namely, environment and agriculture (increase in food production)), based on the ODA Evaluation Guidelines (7th Edition) (April 2012) issued by MOFA of Japan, from the following four viewpoints; (1) Relevance of Policies, (2) Effectiveness of Results, (3) Appropriateness of Processes (these three points are related to the evaluation from the viewpoint of development) and (4) evaluation from the diplomatic perspectives. The target evaluation period is the year 2000 when the Project Confirmation Study Team was dispatched from MOFA and onwards, and the study basically targeted the ODA projects launched after FY2001.

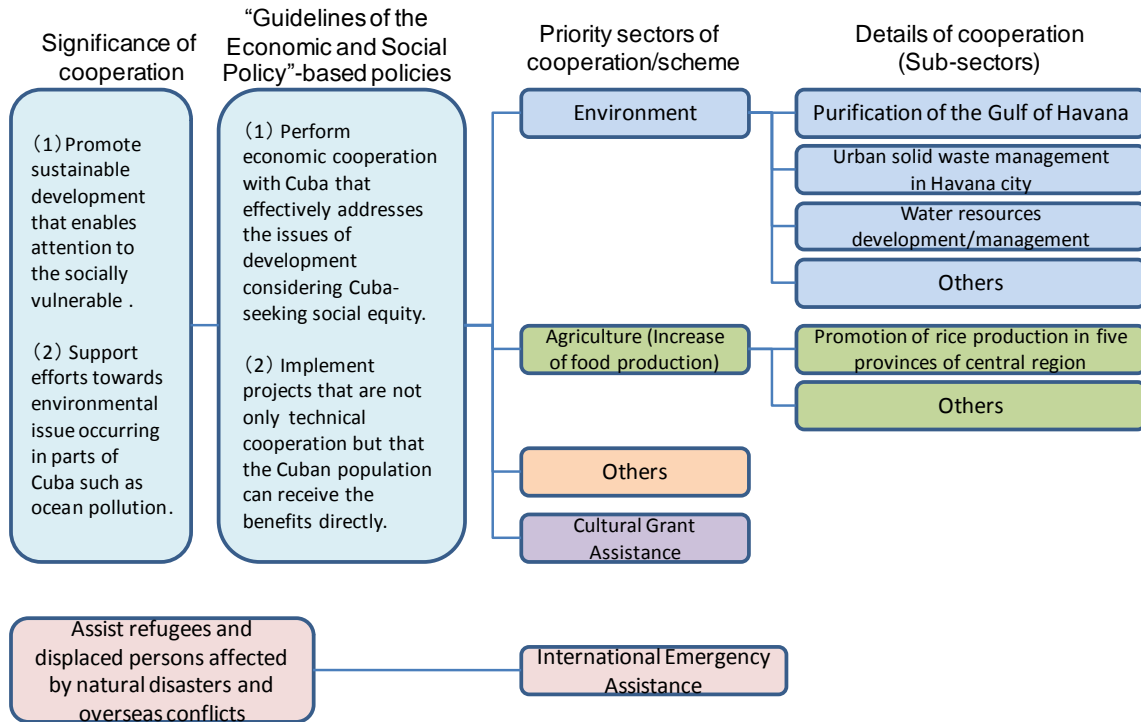
1-3 Evaluation Framework

With respect to Relevance of Policies, the Evaluation Team has investigated whether policies and programs to be evaluated are in consistent with the Japan's high-level ODA policies and the needs of the recipient country. Effectiveness of Results is to explore whether the initially set objectives have been achieved. Appropriateness of Processes is to find out whether the policies have taken the processes to ensure relevance and effectiveness of programs. In the evaluation from the diplomatic perspectives, the diplomatic significance and diplomatic impact (contribution to national interest) were qualitatively evaluated. Since the performance of assistance was extremely limited, the Team decided not to give ratings to the evaluation results.

1) Review of Policy Objectives

Since the Country Assistance Program for Cuba has yet to be formulated, the Evaluation Team has identified the significance/ basic policies of cooperation from the existing documents and confirmed the ODA priority areas by reviewing assistance projects for Cuba in the past decade in order to clarify the scope of the evaluation (See Figure 1).

Figure 1 Japan's Country Assistance Policies for Cuba and Project Performance



Source: Prepared by the Evaluation Team on the basis of the "Country Data Book" MOFA, and "Summary and Efforts of Assistance classifieds by Scheme" of the same web page.

2) Relevance of the Policies

As for the relevance of Japan's country assistance policies for Cuba, the Evaluation Team investigated Japan's ODA to Cuba in terms of the following four points, (1) consistency with Japan's high-level country assistance policies, (2) consistency with Cuba's development plans, (3) consistency with international priority issues, and 4) complementarity and comparative advantage of Japan's ODA compared with country assistance policies of other donors. In particular, evaluation was conducted identifying the ODA Charter as an overall goal. In the process, "significance of ODA to Cuba" and "basic policies" of ODA Country Data Book (MOFA) were used as "ODA policies for Cuba" since the Country Assistance Policy (Program) for Cuba has not been formulated. The Team also gave consideration to the fact that the volume of assistance was limited due to diplomatic factors.

Since International Emergency Assistance (hereinafter referred to as "Emergency Assistance") and Cultural Grant Assistance (hereinafter referred to as "Cultural Grant") would make a great contribution to diplomacy, they were included in the project performance category to be evaluated. However, the relevance of the policies for

Emergency Assistance was not evaluated in terms of development assistance since it acts primarily as a humanitarian relief.

3) Effectiveness of Results

The Evaluation Team evaluated the effectiveness of Japan's ODA to Cuba as follows: (1) specified objectives and indicators of Japan's cooperation in priority areas, and (2) identified inputs and outcomes achieved through implementation of the Japan's country assistance policy and activities in the priority areas. When conducting evaluation of the effectiveness of results, the following things were taken into consideration because of a constraint that objectives, indicators and quantitative targets in the ODA priority areas had not been set out in Japan's country assistance policy for Cuba.

- In order to identify improvements as quantitatively as possible, the details (sub-areas) of ODA were classified into the following evaluation units: (1) purification of the Gulf of Havana, (2) urban solid waste management in Havana city, (3) water resources development/management, and (4) promotion of rice production.
- These sub-areas were classified by the Evaluation Team just for the sake of this evaluation study and there are no evaluation criteria other than objectives/indicators/ (some of) quantitative targets for individual projects. Thus, the Evaluation Team developed provisional indicators to measure the degree of improvements by each ODA priority area/scheme and formulated an objective framework.
- In the sub-areas where provisional indicators were obtained, the Evaluation Team set provisional quantitative targets in an attempt to carry out quantitative evaluation of the effectiveness of assistance.
- The Evaluation Team then carried out a comprehensive evaluation on the degree of contribution of Japan's ODA, including ODA priority areas (environment/agriculture (increase in food production)), Cultural Grant and Emergency Assistance, while giving consideration to qualitative information obtained from interviews and other sources.

Many of the documents and data necessary for the measurement of the degree of achievements have not been studied or disclosed, or calculated by a unique method employed by the Cuban government. Thus, the Evaluation Team conducted an analysis using the disclosed information/documents and data.

4) Appropriateness of Processes

With respect to the formulation of Japan' country assistance policy for Cuba and appropriateness of processes, the Evaluation Team confirmed Japan's and Cuba's implementation structures and decision-making processes in relation to policy formation and implementation process. Then, the Team evaluated the appropriateness of processes from the viewpoint of clarity of processes, information gathering analysis

structure, coordination and information sharing with stakeholders, presence or absence of initiatives of Cuba, and publicity structure. Particularly, the appropriateness of policy-making process was evaluated based on the existing documents and interviews. About the execution process, the Team evaluated the process of the overall execution process (instead of individual projects), taking PDCA cycle into consideration.

It was often difficult to have contact with government officials of both Japan and Cuba who were involved in the projects from the early to mid-2000s, which is the target period of this evaluation. In particular, those who were in charge of formulation of policies and plans and many of the documents during the period were not available. Thus, the evaluation of appropriateness of processes is based on the available documents and materials of that time and interviews with the current officials. Therefore, this evaluation study could clarify only the issues which we could get to know from the available information at present.

5) Evaluation of Assistance from the Diplomatic Perspectives

The Evaluation Team evaluated: (1) the significance of Cuba and the importance of Japan's assistance to Cuba, (2) the impact of the assistance on bilateral diplomatic relations between Japan and Cuba, and (3) the importance of Japan's diplomatic relations with Cuba and its ODA-driven diplomatic impact. In addition to the evaluation of the diplomatic impact of assistance in priority areas, the Evaluation Team also analyzed and evaluated the effect of Emergency Assistance and Cultural Grant, since these areas are thought to have a high degree of contribution to diplomacy.

1-4 Evaluation Steps

This evaluation study was carried out from August 2012 to February 2013. During this period, a total of four review meetings were held, in which concerned staff members of divisions of MOFA and those of the Japan International Cooperation Agency (JICA) participated.

1) Formulation of Evaluation Plan

The Evaluation Team held meetings with concerned agencies and departments/bureaus of MOFA and JICA, under the command and supervision of the chief evaluator, formulated evaluation implementation plan, including objectives, targets, criteria and work schedule of evaluation, and reported to the concerned agencies and departments/bureaus at the first meeting. Later, the Team created an evaluation framework which sets out the evaluation items, evaluation indicators, method of information collection associated with the above mentioned evaluation method and gained consent from the relevant agencies and departments/bureaus.

2) Literature Review and Interviews in Japan

In line with the implementation plan formulated based on the first review meeting, the Evaluation Team collected and analyzed documents and information materials in Japan and conducted interview survey with concerned parties. In specific terms, the Team

collected and analyzed information pertaining to socio-economic conditions of Cuba, trend of Japan's ODA to Cuba and that of other donor agencies, various disclosed documents concerning diplomatic relations with Cuba, and records of visits of leading figures. The Team also carried out interview survey with officials of MOFA, JICA, Embassy of Cuba in Japan, and concerned personnel specialized in Japanese/Cuban situations.

3) Field Survey

Following the survey conducted in Japan, the Evaluation Team carried out a field survey in Cuba from October 27, 2012 to November 11, 2012. In the field survey, the Team conducted interviews with officers of the Embassy of Japan in Cuba, JICA staff, employees of Japanese private companies, government agencies/cooperation implementation agencies of Cuba and beneficiaries, and visited the ODA project sites.

4) Information Analysis and Report Writing

Based on the above-mentioned surveys in Japan and Cuba, the Evaluation Team performed evaluation and analysis in line with the prescribed evaluation framework. The actual evaluation was conducted in accordance with the criteria established by each item. Then, the Team extracted the promoting and impeding factors on effects drew out recommendations, and the result is compiled in this evaluation report.

Chapter 2 Performance of Japan's ODA to Cuba during the Evaluation Period

2-1 Outline of Japan's ODA to Cuba

Japan's ODA to Cuba started in 1960 with the Acceptance of Technical Training Participants (Training and Dialogue Program). The assistance gained an impetus in the 1990's, and since 1998, Japan has carried out Grant Assistance for Grassroots Human Security Projects (hereinafter referred to as "Grassroots Grant") in such areas as agriculture, forestry, fishery, healthcare and social infrastructure development. Development Study and technical cooperation projects were launched in 2003 and 2007, respectively. In October 2009, Japan and Cuba signed the Agreement on Technical Cooperation (entered into effect in April 2010) to establish a framework for implementation of smooth technical cooperation. Japan implements food provision and provides support for repairing damaged infrastructure in the wake of hurricane disasters in Cuba in addition to the Cultural Grant, which assists nation-building in the cultural aspects.

With respect to the implementation of Grant Aid for General Projects and ODA loan, the Government of Japan normally refers to the economic conditions of the recipient country concerned and the operational guidelines of the World Bank. However, Cuba is neither a member of the World Bank nor the International Monetary Fund (IMF) and there is a difference in calculation of disclosed GDP, etc., which makes it difficult for the Government of Japan to judge whether Cuba is eligible for Grant Aid for General Projects or ODA loan. Thus, there is no record of such assistance so far. As for dispatch of volunteers, a framework was established for senior volunteer dispatch in the Agreement on Technical Cooperation of 2009, but any such dispatch has yet to be implemented.

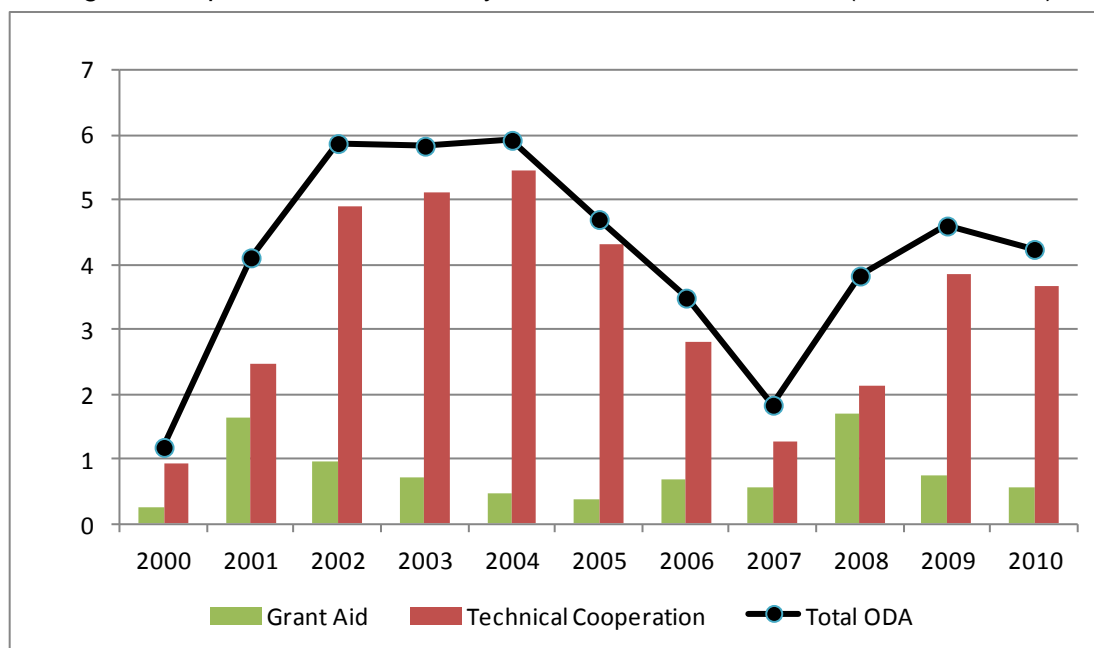
2-2 Results of ODA to Cuba and its Characteristics

Japan's ODA records (expenditure base) for Cuba are as shown in Figure 2 and Table 1. Technical cooperation includes Acceptance of Technical Training Participants, dispatch of experts, Development Study, technical cooperation projects and dispatch of various study teams for preliminary study/evaluation and provision of related equipment. Since the number of projects is small and the performance is recorded every fiscal year when expenditures are incurred, the performance is low in the fiscal years when a Development Study/technical cooperation project was not conducted and when the project was terminated. The average performance is around four hundred million yen³ per year.

Meanwhile, Grant Aid for General Projects includes the performance of Grassroots Grant, Grassroots Cultural Grant and Cultural Grant. Six to seven Grassroots Grant projects (about 10 million yen per project) were implemented and about nine Cultural Grant/Grassroots Cultural Grant projects were implemented over the course of 12 years (about 10 million to 50 million yen per project).

³ 100 million yen is equivalent to 1.218 million dollars (1,218,000 dollars) according to the exchange rate in December 2012.

Figure 2 Japan's Performance by Fiscal Year/ODA scheme (FY 2000-2010)



Note) 1. The classification of fiscal year is primarily based on the date of the Exchange of Notes (E/N) for grant aid and on the fiscal year for technical cooperation.

2. The amount of the grant aid is based primarily on the E/N and technical cooperation in the results of JICA and expenses of each ministry or prefecture, among others. However, grant assistance via international organizations basically add up the amounts written in the E/N and as for projects that do not have E/N, add the amounts from the date of acceptance or the date of financial transfer. The amount of the Grassroots Grant and the Grassroots Cultural Grant is based on grant contracts.

3. The amount of technical cooperation for fiscal years 2006-2009 are the results of technical cooperation projects throughout Japan. The results of all of Japan's fiscal year 2010 are in the calculation; therefore, it only shows the accumulated amount of JICA projects.

Source: Prepared by the Evaluation Team based on: "ODA White Paper", MOFA. "ODA Country Data Book", MOFA. and "Annual Report", JICA.

Table1 Japan's Performance by Fiscal Year/Scheme (FY2000-2010)
(Grant Aid for General Projects Fiscal Year E/N base,
Technical Cooperation Fiscal Year Expenditure base, Unit: 100 million yen)

Fiscal Year	Grant Aid	Technical Cooperation	Total ODA
2000	0.26	0.93	1.19
2001	1.65	2.46	4.11
2002	0.97	4.90	5.87
2003	0.72	5.11	5.83
2004	0.47	5.45	5.92
2005	0.38	4.32	4.70
2006	0.69	2.80	3.49
2007	0.57	1.27	1.84
2008	1.69	2.14	3.83
2009	0.75	3.85	4.60
2010	0.58	3.66	4.24

Note: Since the overall performance of Japan in FY2010 is under calculation as of the writing of this paper, JICA's performance alone is listed. The total figure represents the total of performance of technical cooperation projects implemented by JICA.

As for technical cooperation in particular, it has been implemented in various technical cooperation schemes, such as Acceptance of Technical Training Participants, dispatch of experts, dispatch of study teams, provision of equipment, technical cooperation projects that combine these, and development studies.

During the period of FY2000-2012, 458 trainees were accepted and 137 experts were dispatched. In the ODA priority areas (environment/agriculture (increase in food production)), three development studies and five technical cooperation projects (including ongoing projects) were implemented.

During the period from 2001 to 2011, Japan implemented total of 68 Grassroots Grant projects equivalent to about 560 million yen. The Grassroots Grant project aims to respond to diverse needs and various types of cooperation projects have been implemented not confined to priority areas: in details, nine projects in the area of environment, 27 projects in the area of agriculture (increase in food production), 12 projects in the area of healthcare, eight projects in the area of education, 10 projects in the area of social infrastructure development and two for emergency assistance projects. The number of projects varies in each fiscal year, from one to 10; nonetheless, projects have been continuously implemented.

Besides the above, six projects of Cultural Grant Assistance (less than 50 million yen per project) and three projects of Grassroots Cultural Grant have been implemented since 2000 in addition to cooperation in the healthcare area through the United Nations Trust Fund for Human Security funded by the Government of Japan. Furthermore, Japan has conducted provision of emergency relief goods through the World Food Programme (WFP) at the time of hurricane disasters in 2008 and 2012.

Chapter 3 Evaluation Results

3-1 Relevance of Policies

The significance, basic policies and ODA priority areas in Japan's country assistance policy for Cuba are mentioned in the Japan's ODA Charter and the Medium-Term Policy on ODA. Thus, Japan's country assistance policy for Cuba is highly consistent with the high-level policies of Japan's ODA. When formulating the Country Assistance Policy for Cuba in the future, Japan should pay consideration to consistency with the "Enhancing Enlightened National Interest" (final report on the ODA Review): one of Japan's international assistance principle which sets forth the coordination with the private sector. Japan should also seek consistency with the "Japan Revitalization Strategies" which advocates the provision of Japan's excellent systems and technologies to overseas. With respect to the Cultural Grant, its relevance is high since each project is in line with the objectives of the Cultural Grant and the objectives of the Cultural Grant are in conformity with the ODA Charter.

In the meantime, the document approved by the Congress of the Communist Party is considered as the guidelines for the direction of Cuban development, and therefore, the Evaluation Team evaluated the consistency of the said document with Japan's country assistance policy for Cuba. The ODA priority areas set forth in the Japan's country assistance policy for Cuba is mentioned in the Economic Resolution (October 1997) adopted at the fifth Congress of the Communist Party and "Guidelines of the Economic and Social Policy of the Party and the Revolution" (April 2011) adopted at the sixth Congress of the Communist Party of Cuba. Thus, Japan's country assistance policy for Cuba is highly consistent with the development plans of Cuba. Furthermore, ODA priority areas mentioned in Japan's country assistance policy for Cuba is highly consistent with the principle of Human Security, the Millennium Development Goals and international priority issues, such as sustainable development and food security.

Selecting Purification of the Gulf of Havana, Urban Solid Waste Management in Havana City, Water Resources Development/Management and Promotion of Rice Production as the core of ODA projects seems to be the result of Japan's decision to meet requests from Cuba, while paying consideration to the comparative advantage of Japan and the areas where Japan can take international initiatives. The Cuban side acknowledges that Japan has a comparative advantage in technical assistance over other donor nations. This is partially because Japan has not implemented Grant Aid for General Projects other than Grassroots Grant and Emergency Grant Aid. It is also because technical cooperation has been implemented in a continuous and versatile manner in combination with development studies, technical cooperation projects, dispatch of experts, and training in Japan in specific ODA areas.

With respect to mutual complementarity with other donors, Japan aims at realizing complementary cooperation with other donors by, for example, implementing assistance for formulation of master plan for the purification of the Gulf of Havana assuming that there would be financial assistance from other donors. However, it was difficult to realize such complementarity, since the amount of financial assistance of donors as a whole was quite limited.

From the study above, it is fair to conclude that the relevance of Japan's country assistance policy for Cuba is high since many items have consistency and no items were found irrelevant.

3-2 Effectiveness of Results

For the evaluation of effectiveness of Japan's ODA in the priority areas: namely, environment and agriculture (increase in food production), there was impeding factors that no objectives, indicators and quantitative targets had been set. Thus, the Evaluation Team formulated an objective framework and established provisional indicators/quantitative targets in order to quantitatively evaluate the effectiveness of ODA. Then, the Team evaluated the degree of contribution of Japan's ODA in the priority areas, Cultural Grant and Emergency Assistance, while considering qualitative information obtained from interviews. However, since the amount of Japan's ODA was quite limited and the assistance was focused on Development Study and survey and research areas, the Team was not successfully able to assess the degree of contribution of Japan's ODA in a rigorous manner.

1) Achievement of the Cooperation in "Environment" Sector

As mentioned in the preamble of the Cuban Environment Act, the objective of assistance in the area of the environment is to develop the living environment in harmony with environment and nature. In the environmental area, there are various issues to be solved, and among them, Japan has been providing assistance focusing on the following targets: (1) improvement of water quality of rivers and the gulf, (2) appropriate utilization of water resources and (3) proper management of urban solid waste.

In order to achieve the target-(1), the Cuban government laid out effluent regulations for factories in the gulf areas, which helped improve the water quality of the Gulf of Havana and some nation-wide projects have been launched for purification of the gulf. Japan also conducted "Study for Countermeasures against Contamination of the Gulf of Havana (Development Study)" (2002-2004) to provide assistance to further improve the water quality of the Gulf of Havana. However, many of the projects that the Development Study recommended were not put into practice because the Cuban government failed to finance these projects. The provisional quantitative targets for the water quality objectives set by the evaluation team were not achieved.

With a view to achieving the objective-(2), Japan transferred technology to its counterpart, National Institute of Water Resources, and it has been confirmed that the research capacity of the Institute was strengthened. However, a substantial amount of investment is necessary for the proper management and utilization of water resources in addition to improvement of research capacity, and no improvement was made for the "access to drinking water", provisional indicator set by the Team.

As a result of technical cooperation projects implemented to achieve the target-(3), technical capacity of vehicle maintenance garages of the public service bureau of the Havana City has been improved and the operating rate of garbage trucks rose. However, in order to properly manage urban solid waste in Havana City, there were various issues

to be addressed, such as construction of final disposal plants and change in people's behavior so that less waste is created and properly discarded (See BOX 1).

Although improvements by Japan's ODA were observed at the level of individual projects, it is still necessary to implement projects that have been previously put off by the Cuban government due to lack of funds, in order to overcome the high-level issues. It is thus critical for the Cuban government to make efforts to procure funds. For the moment, Japan and other donor nations are expected to provide financial assistance.

**BOX 1 Residence Enlightenment Activities for
"Urban Solid Waste Management in Havana City"**

Proper management and reduction of waste requires cooperation of the people. With an aim to change awareness, behavior and action of the people towards waste, public service bureau of the Havana City, in collaboration with Japan's technical cooperation projects, started working through TV public advertisement. The initial theme was "to dispose garbage at a designated time." A TV advertisement introduced Japanese garbage trucks funded through a Grassroots Grant project, which made Japan's ODA known widely. A magazine "Bohemia" (September 7, 2012 issue), launched 104 years ago, featured the waste problems and it also mentioned Japan's ODA. Besides these, various proactive actions have been conducted to change the behavior of the people, for example, school teachers in charge of environment education started working for environmental education in partnership with the project.



Photo: Kenichro Kawaji, JICA Expert
Garbage trucks donated through Grassroots
Grant

**2) Achievement of the Cooperation in "Agriculture (Increase of food production)"
Sector**

Japan's ODA in the agricultural area (increase in food production) aims the improvement of food self-sufficiency, which is one of the priority issues of the Cuban government. For the promotion of rice production, which Japan has regarded as a core of ODA, various projects have been continuously implemented in various schemes, including training programs in Japan and Grassroots Grants, in addition to development studies and ongoing technical cooperation projects. These projects focus on infrastructure-building aiming to increase the unit yield of rice; specifically, the production of registered seeds suitable for the region's characteristics and the establishment of production and diffusion systems for these seeds. Through a series of assistance in the target areas of technical cooperation projects (about 40% of the rice cultivation area of the country), the seeds

that can be expected to harvest more rice crops by 20% on average was identified, its distribution system has been developed, and rice is now produced using these seeds.

However, it is regrettable to conclude that the degree of contribution to the increase in food production has been so far quite limited, with unsolved issues necessary for the increase in rice production, such as lack of input (fertilizer/agricultural equipment) on the supply side in Cuba, lack of price incentives, inefficient production chain, and problems in distribution system, including absence of wholesale markets. Besides the promotion of rice production, numerous forms of assistance have been implemented in the area of livestock and fisheries, by means of various ODA schemes, including technical cooperation, training in Japan and in the third country and Grassroots Grant. However, these projects must cover various areas and the volume of input was even more limited than those for the promotion of rice production, and it did not grow to the scale where effects could be measured at a macro-level. Although the assistance other than promotion of rice production would directly benefit the Cuban people in line with the basic policies of Japan's ODA to Cuba, considering the limited overall volume of input, it would be better to focus on generating further effects in rice farming through selection and concentration of ODA and promotion of collaboration among various schemes.

3) Achievement of Other Cooperation

The aim of the Cultural Grant is to improve the level of education, science and technology and culture in Cuba. For instance, in the project called "the Cultural Grant for TV programs to the Cuban Institute of Radio and Television" (2002), Japan's high quality educational and documentary programs were broadcasted nationwide in Cuba and had high ratings at around 80%. Also, through the "Project for the Improvement of Planetarium Equipment of the Historian Office of Havana" (2006), a planetarium was opened at the Cultural Center for Science and Technology in Havana and the number of planetarium visitors thus far exceeds 110,000. These Cultural Grants target the general citizens in Cuba, benefiting a large range of people, and are effective in increasing chances for the people to come in touch with their culture, education, science and technology, and raising knowledge and interest in these areas (See BOX 2, p.17).

As for Emergency Assistance, Japan implemented Emergency Grant Aid for Hurricane Gustav and Ike (2008) and provided Grassroots Grant Projects in a complementary way. This assistance provides emergency food supplies for disaster victims, particularly socially vulnerable people and for the reconstruction of living environment afterwards, contributing to the recovery and reconstruction in the target region. Also, Japan provided emergency relief goods following the Hurricane Sandy in 2012.

3-3 Appropriateness of Processes

Various opinions of stakeholders from both Japan and Cuba were sufficiently considered during the selection and confirmation process of ODA priority areas, which was assessed as appropriate. The governments of both countries agreed on the ODA priority areas at the time of the dispatch of Project Confirmation Study Team in 2000. These areas were confirmed as priority ODA issues by Japanese experts at the JICA's Country-specific Aid Conference on Cuba in FY2001. Later at a policy dialogue, which had been held annually

since 1998, both sides shared the understanding that the ODA areas would not be changed. And in June 2011, at the time of the dispatch of JICA mission, it was confirmed that both sides would continue to regard “environment” and “agriculture (increase in food production)” as Japan’s ODA priority areas. Although there is a restriction that it is not easy for Japan and other foreign organizations to have consultation meetings with policy-making organizations of the Cuban government, such as Ministry of Economy and Planning, local needs were continuously identified through alternative means, like dialogues with concerned authorities of individual projects.

In the ODA implementation structure, since JICA does not have a field office in Cuba, there are some constraints in terms of operation management, information collection and accumulation of knowledge. Nonetheless, various forms of measures towards effective implementation of assistance were discussed and conducted, for instance, close coordination between the Embassy of Japan in Cuba and the JICA Mexico Office, enhancement of implementation structure by dispatch of aid coordination experts and project formulation advisors, and conclusion of the Agreement on Technical Cooperation in 2009.

Project formulation/selection has been implemented in an appropriate process pursuant to Japan’s country assistance policy for Cuba. Since the ODA priority areas for technical cooperation have been narrowed down, projects were formulated, in principle, in response to the requests made by the authorities in charge of ongoing projects. As for Grassroots Grant, cooperation was focused on the projects through international NGOs since procedures for opening a bank account, money transfer and procurement of equipment are complicated.

In the project implementation process, there were a number of constraints that were outside of Japan’s control: for example, complicated procedures and procurement system, delay in disbursement of budget from Cuba due to lack of budgetary provision, restrictions on movement in and out of the country of counterpart personnel and experts, and numerous cases of undisclosed information. It is therefore difficult to conclude that projects have always been implemented efficiently. On the other hand, since personnel changes occur rarely in the Cuban central government, technical cooperation was carried out while establishing long-term trust relations with counterparts. Ex-participants were engaged in the work continuously, which helped the organizations accumulate experience and knowledge. From these factors, it has been evaluated that technical cooperation has high efficiency and sustainability.

It has been decided that JICA is in charge of provision of relief goods as part of Emergency Assistance. However, since JICA has no field office in Cuba, the Embassy of Japan in Cuba took an initiative in the provision of Emergency Relief Goods for Hurricane Sandy victims (2012) in coordination with the JICA Mexico Office, which was in charge of affairs in Cuba. This time the implementation of the aid was carried out more rapidly, learning from the experiences of Emergency Grant Aid of 2008. With an aim for more efficient aid, information exchange with other nations and international organizations was carried out on as needed basis. With an initiative of the Cuban government, duplications of supports among donor agencies have been avoided.

Since the Country Assistance Policy (Program) for Cuba has not been formulated, monitoring at policy/aid priority level was not necessarily sufficient. Nonetheless, individual projects were monitored and evaluated in line with the predetermined guidelines. Grassroots Grant projects were also evaluated according to the predetermined guidelines by the grand coordinator of the Embassy of Japan, and its process was appropriate.

As for publicity activities, the Embassy of Japan in Cuba took charge of publicity using influential media, such as TV news and the Communist Party paper. In Japan, press releases for events and summary of individual projects were posted on the websites of MOFA and JICA.

From the above, it is fair to conclude that Japan's ODA policies for Cuba has been, in general, implemented appropriately and efficiently through optimal utilization of long-cultivated trust relations and existing resources despite various constraints.

Chapter 4 Evaluation from the Diplomatic Perspectives

Since the establishment of diplomatic relations between Japan and Cuba in 1929, both countries have enjoyed stable friendly bilateral relations. This enables their stable trust relations and high-profile government officials' visit each other nearly every year. Japan's ODA for Cuba in the past decade has been in place, though small in volume, even during the time when the EU suspended the aid by imposing a sanction (2003-2008).

As a diplomatic impact, Japan's cooperation has contributed to the promotion of friendly relations between the two countries. Especially, in case of Cultural Grant and Grassroots Grant, the beneficiaries are the Cuban people in general, and have been implemented as cooperation with "Visibility" of Japan, and they were found particularly effective. The aid in these forms is thought to have helped strengthen partnership between the two countries in the international arena: for instance, sharing the principles on disaster prevention and disarmament. On the other hand, economic relations between the two countries have made little progress in the past decade due to default of the Cuban government and the subsequent suspension of export and investment insurance by the Government of Japan. Thus, it is difficult to judge that ODA has had impact for deepening the economic relations of the two countries.

From the above, it is evaluated that the diplomatic impact of Japan's ODA for Cuba on deepening the economic relations between the two countries has been limited. On the other hand, Japan's ODA has contributed to strengthening diplomatic relations between the two countries judging from the fact that stable and continuous performance has been accumulated despite limited input.

BOX 2 Cultural Grant for General Public

To mark the 80th anniversary of diplomatic relations between Japan and Cuba, Japan provided planetarium equipment in the Cultural Center for Science and Technology in Havana under the "Project for the Improvement of Planetarium Equipment of the Historian Office of Havana" (2006). This was to provide support for the planetarium installation plan of the Historian Office of Havana City, which had been suspended due to financial difficulty. The planetarium is full of audience every day and some 110 thousand people visited since its opening in 2010. High school students and university students visit the place as part of their education program. The planetarium also hosts exhibitions for children and senior citizens and international science and technology events, serving as a center for intellectual exchange of the people beyond



Photo: Evaluation team
People lined up to enter Planetarium

the conventional role as a cultural center.

At the entrance, there is a plate engraved with a name of a Japanese astronaut, Mamoru Mori, and Japan's contribution is introduced at the beginning of the each planetarium show.

With the Cultural Grant for TV programs to the Cuban Institute of Radio and Television (2002), Japan provided 601 excellent educational and documentary programs to Cuban Institute of Radio and Television, which had difficulty in broadcasting sufficient programs due to lack of funds. These TV programs feature Japanese culture, tradition, philosophy and science and technology. It has become popular among the Cuban public because of visual fineness and simple descriptions. Many of the programs recorded high ratings of around 80% on the Multivisión, one of the big five national broadcasters. One of programs that enjoyed high appreciation is a program introducing suburban agriculture in Japan. It has been reported that roof gardening was introduced in the program as a strategy for afforestation and landscape conservation and Cuban people reproduced it.

Chapter 5 Recommendations

5-1 Recommendations on Policy Formulation

1) Prompt formulation of the Country Assistance Policy

As more PDCA Cycle is adopted for more effective and efficient ODA implementation, prompt formulation of the Country Assistance Policy for Cuba and provision of information to the people have become increasingly important. With respect to the formulation of the Policy, the Evaluation Team recommends providing in parallel, (1) the support for “modernization”, an economic system launched by the Government of Cuba which advocates, in line with the “Guidelines of the Economic and Social Policy of the Party and the Revolution” adopted at the Sixth Congress of the Communist Party, that the economy shall be governed by planning, although the market trends will be taken into account, and (2) the support for social fairness that has long been pursued by Cuba. As mentioned earlier, since cooperation for the current priority areas (environment/agriculture) has high relevance, this type of cooperation is worth continuing. Also, as the efficiency of Emergency Assistance and Cultural Grant was found high, their proactive consideration and implementation is expected.

2) Cooperation that backs up Japan’s private sector

Currently, Japan lags far behind other countries that are expanding its economic relations with Cuba in view of future prospects of the Cuban economy, such as Spain which is making active investments in hotel business, China with the second largest trade amount following Venezuela and the Republic of Korea which is rapidly deepening its economic relations despite no diplomatic relations. As further improvements in the investment environment are foreseen in the medium- and long-run, with an aim to realize the earlier-mentioned international cooperation philosophy: “Enhancing Enlightened National Interest” and government’s strategy: “Japan I Revitalization Strategies”, Japan should gain a foothold in Cuba to allow Japanese private companies to be engaged in active economic activities in the future

To that end, it is effective to expand the provision of materials and equipment /machinery by ODA and let the government and the Cuban people know more about high-quality and highly-functional products of Japan. Excellence of Japanese equipment/machinery provided by technical cooperation projects are well received by the people involved in the projects, but the reputation and appreciation have yet to be disseminated widely into the Cuban government and the public in general.

To expand opportunities where the people can actually experience the excellence of Japanese products would greatly contribute to the business expansion of Japanese private sector in the future. Japan should also study and consider the possibility of support for private sector through implementation of preliminary studies for promotion of BOP business partnership, which is Japan’s cooperation scheme aiming for supporting private sector’s activities. Moreover, there is an approach of offering trials and introducing high-quality products based on Japanese technologies through the

“Feasibility Survey and Pilot Project for Disseminating SME's Technologies to Developing Countries” promoted by MOFA.

3) Expansion of ODA schemes and promotion of collaboration among the schemes

In Cuba where development is stagnant due to lack of materials and equipment despite sufficient human resources, provision of materials and equipment is found extremely effective. For instance, in case of technical cooperation for “promotion of rice production,” which has been the core of the cooperation in the area of agriculture (increase in food production), master plan upon Development Study, implementation of technical cooperation projects including provision of materials/equipment necessary for technical cooperation and Acceptance of Technical Training Participants were strategically combined and thus produced some outcomes. However, in this area, collaboration between technical cooperation projects and Grassroots Grants has not been particularly pursued. Considering the limited volume of input of Japan’s aid, effectiveness of cooperation should be improved through strategic collaboration between technical cooperation projects and Grassroots Grants.

Furthermore, in order to raise the effectiveness of Japan’s ODA for Cuba to a higher level, the Evaluation Team recommends considering expansion of aid schemes to include Grant Aid for General Projects and Grant Aid for Measures for Environmental and Climate Change. In particular, in order to materialize the priority projects listed in three master plans, such as Master Plan for Measures against Pollution of the Gulf of Havana, which was formulated through Development Study by Japan’s ODA, Japan should expand the schemes within the scope of ODA to Cuba.

Effectiveness of Grant Aid has been affirmed not only in environment and agriculture (increase in food production) area, but also in other areas through implementation of Grassroots Grant focusing on social sector. Particularly in healthcare areas, although its importance is advocated in the “Guidelines for Economic and Social Policy”, preferential budgetary allocation to this sector cannot be expected as before. Still, the needs in the healthcare area are high in Cuba, and so the government of Cuba explains to the donors⁴ that it is the aid priority area.

The healthcare sector in Cuba is entirely owned by the state. So once the effectiveness of equipment is confirmed and is employed on a nation-wide scale, the volume of order is large and marketability is high. This indicates that this area has a potential to boost the private sector business. Like the case of public-private partnerships (PPPs) projects in the healthcare area implemented in Mexico, it is possible to consider public-private partnerships (PPPs) in line with the “Public-Private Partnerships for Accelerated Growth” as a measure for enhancing public-private partnerships (PPPs)⁵. Furthermore, although

⁴ Statement to the donor nations of the Ministry of Foreign Trade and Investment (MINCEX) at the briefing session on the Cuba’s Policy on International Cooperation (Based on the interview of the Embassy of Japan in Cuba conducted by the Evaluation Team on October 30, 2012)

⁵ “Public-Private Partnership for Accelerated Growth” is measures for promotion of public-private partnership published in 2008 with an aim to enable developing countries to accelerate the growth by strengthening cooperation between Japanese activities and public funds, such as ODA. Specific measures include, (1) adoption and implementation of projects concerning public-private partnership proposed by the private sector, (2) implementation of periodical policy dialogues between public and private sectors to

the area is not considered as a priority area, healthcare is in conformity with Japan's basic cooperation policy, that is, "Japan will implement economic cooperation for Cuba that enables Cuba to effectively address its development problems, while giving consideration to "social fairness" that Cuba adheres to." First, Japan should carry out selection and concentration in the target areas for Grassroots Grant, and then expand cooperation in a stepwise manner in the future to include healthcare sector when expansion of priority areas and expansion of schemes to Grant Aid for General Projects become available prompted by the change in the international trends concerning cooperation for Cuba, which is triggered by changes in domestic situations in Cuba.

5-2 Recommendations on Assistance Implementation Processes

1) Strengthened ODA's implementation structure

Currently, Japan's ODA for Cuba is implemented without difficulty through coordination between the Embassy of Japan in Cuba and the JICA Mexico Office as well as through dispatch of aid coordination experts and project formulation advisors, without establishing the JICA field office in Cuba. Such implementation structure seems relevant in general in terms of cost-effectiveness, considering the feasibility and current volume of input for ODA. However, there are many impeding factors on administration in Cuba from the viewpoint of efficiency, including telecommunication problems, such as abysmal internet connection speed and bad telephone connectivity. To solve this issue, the Evaluation Team recommends strengthening back-up structure in the aspect of materials and equipment as a measure to implement cooperation more smoothly under the circumstances. For example, there is a possibility to improve operational efficiency by employing more sophisticated computers and communication devices.

When considering expansion of cooperation in a medium- and long-run, it would be effective to enhance the structure by optimizing the framework of the Agreement on Technical Cooperation in 2009. Specifically, implementation structure can be enhanced by establishing the JICA field office as mentioned in the Agreement on Technical Cooperation. With a qualification of juridical person as the JICA field office, procedures related to dispatch of experts and research teams can be done locally, which is presently carried out remotely at the JICA Mexico Office⁶. This will enhance relations with MINCEX, which serves as the Cuban government aid coordinator, and improve the efficiency of operations further. Also, since it will be possible as a juridical person to open a bank account, to possess business vehicles and to hire drivers, further improvement in efficiency in management and operation is expected. Besides, this will enable smoother project management suitable for the special local circumstances because it will be easier to strengthen information gathering capability, accumulate knowledge, project formulation based on local needs and to solve procurement difficulty caused by economic sanctions imposed by the United States of America. As described above,

promote public-private partnership, and (3) promotion of public-private partnership in developing countries. The healthcare projects in Mexico (cardiac catheterization surgery training for Mexican physicians co-hosted by JICA and TERUMO Corporation as public-private partnership training) uses the scheme (1). (From the website "Public-Private Partnership" of MOFA).

⁶ Agreement on Technical Cooperation in 2009 authorizes JICA Mexico Office assume procedures concerning dispatch of experts, which had been carried out by the Embassy of Japan in Cuba. However, transfer of responsibility has not been completed as of October 2012.

enhancement of ODA implementation structure from the medium- and long-term perspective can be regarded as an effective investment, in view of the possibility of future economic development of Cuba and expansion of business of Japanese private firms.

In recent years, Cuba suffered from natural disasters every few years. Normally, JICA is in charge of the provision of emergency relief goods, but, as there is no JICA field office in Cuba, the Embassy of Japan in Cuba implemented Emergency Assistance in cooperation with the JICA Mexico Office, which supervises affairs in Cuba. Also, Cultural Grant has also been transferred to JICA from MOFA/Embassy since FY2008. For smooth implementation of these projects, Japan should strengthen the implementation structure of ODA and of JICA, in particular.

5-3 Summary of the Recommendations

The following shows responsible organizations and timeframe of recommendations.

Table2 Responsible Agencies and Timeframe of Recommendations

	Recommendations		Responsible Agencies				Timeframe
			Central-Level		Field-Level		
			MOFA	JICA Tokyo	Embassy of Japan	JICA Mexico	
Recommendations on Policy Formulation	Prompt formulation of the Country Assistance Policy		◎	○	○	○	Short-term
	Cooperation that backs up Japan's private sector	Investigation of the possibility of supporting the private sector	○	◎			Short-term
		Creation of the basis for Japanese companies to perform economic activities	◎	○	○		Medium- and long-term
	Expansion of ODA schemes and promotion of collaboration among the schemes	Promotion of collaboration among schemes			◎	○	Short-term
		Expansion of schemes	◎	○			Medium- and long-term
Recommendations on Assistance Implementation Processes	Strengthened ODA's implementation structure	Strengthening of the support system of materials and equipment		◎		○	Short-term
		Strengthening of implementation structure with a vision of establishing the JICA officina Cuba		◎		○	Medium- and long-term

Note: ◎Responsible Agencies, ○Support Agencies

Source: Prepared by the Evaluation Team.

Chapter 6 Lessons Learned

From the evaluation results, the Evaluation Team has extracted lessons applicable not only to Cuba but broadly to other countries as follows.

6-1 Significance of ODA in Japan's Diplomacy

The Team confirmed that, despite its limited input, the stable implementation of Japan's ODA to Cuba has helped establish and maintain friendly diplomatic relations between the two countries. Specifically, it is apparent that technical cooperation—an area in which Japan has a comparative advantage—has helped cultivate relationships of trust between the two sides, although the outcome of which is not immediately visible in the short term, and it is expected that these trustful relationships will contribute to further enhance friendly relations between two countries. Thus, the diplomatic significance of stable and continuous ODA is considered to be high.

At the same time, Japan's new ODA-related strategies, which include “Enhancing Enlightened National Interest,” make a point of highlighting partnership with the private sector. With the Japanese economic outlook remaining uncertain, providing aid that is linked to Japan's national interests will be essential to gaining the public understanding for ODA. Hereafter, implementing cooperation which is more conscious of collaboration with private sector is necessary while considering partner countries' development needs. This would result in promoting significance of ODA in Japan's diplomacy.

6-2 Need for Strengthened Support System

Each partner country has its own unique circumstances and relationships with Japan. No two countries have the exact same circumstances. At present, the scale and form of Japan's ODA implementation structure including the JICA field office and its personnel framework with respect to a particular partner country depends on the volume of aid given to that country. Nevertheless, for timely information-gathering and coordination with partner country, it is necessary to establish a minimum support structure such as the set-up of the JICA field office, assignment of permanent staff (even though it is only one person) like dispatch of an aid coordination expert in Cuba or use of local staff. Enhancement of back-up structure in the aspect of materials and equipment should also be considered to realize business environment that enables efficient and smooth operation by installing high-tech office machinery like latest-version computers, printers and copiers.

Map of Cuba



Source: Oficina Nacional de Estadísticas e Información. (2012b). "Panorama Económico y Social Cuba 2011," <http://www.one.cu/panorama2011.htm>

Photos



GTE BH Major Counterpart



Experimental Farm at Grains Research Institute



Water Pump Donated by "The Improvement Project for Water Supply System and Sanitation in the Isle of Youth"(Grassroots Grant)



Interview with UNDP



Elderly Waving in the Dining 116 Supported by "The Dining Rehabilitation Project 116 for Community Care for the Elderly"(Grassroots Grant)



Association of Japanese Immigrants in the Isle of Youth