

Third Party Evaluation Report 2012  
Ministry of Foreign Affairs of Japan

# **Evaluation of Triangular Cooperation**

-Summary-

February 2013

Nomura Research Institute, Ltd.

## Preface

This report is a summary of the “Evaluation of Triangular Cooperation” undertaken by Nomura Research Institute, Ltd. 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.

The evaluation study will review overall Japan’s Triangular Cooperation which has been conducted by the Government of Japan since 1970s 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 Pioneering Asian Studies, Institute for Advanced Studies on Asia, University of Tokyo, acting as a chief evaluator, and Associate Prof. Shino Watanabe, Faculty of Liberal Arts, Saitama University being an advisor for the evaluation, made an enormous contribution to this report. Also, MOFA, the Japan International Cooperation Agency (JICA), and the ODA task force as well as the government and institutions in Malaysia, and the Republic of Zambia, 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.

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# Evaluation of Triangular Cooperation

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With the cooperation of: Value Planning International, Inc.

## 2. Period of Evaluation Study:

June 2012 – February 2013

## 3. Case Study Countries

Malaysia and Republic of Zambia



Photo courtesy of JJIC

The Malaysian Third-country Expert briefing to the Zambian officials to promote foreign investments in cotton related businesses (2009)



Photo courtesy of JICA

Strengthening Mathematics and Science Education (SMASE) project implemented in Kenya, targeting sub-Saharan African countries (2003)

## 4. Outlines of Evaluation Results and Recommendations

### (1) Evaluation Results

#### (a) Relevance of Policies

Japan's Triangular Cooperation is consistent with Japan's high-level policies and has driven South-South Cooperation as a model for international aid trends. Individual projects are also coordinated with the policies and needs of partner countries and beneficiary countries. Relationships with partner countries, however, lack strategic elements. Consistency with Japan's diplomatic policy is inadequate.

#### (b) Effectiveness of Results

Many international organizations recognize Triangular Cooperation as a new means of achieving development targets in developing countries. Japan's Triangular Cooperation has produced extensive results in training and dispatch of experts, and positive evaluations have been received from both partner and beneficiary countries.

#### (c) Appropriateness of Processes

It is once again clear that Triangular Cooperation is a measure that offers not only the efficiency that has been acknowledged in the past, but also strategic elements with respect to diplomacy and benefits for the private sector. Some processes should be improved based on an awareness of these functions.

#### (d) Perspectives of Diplomacy

Triangular Cooperation is highly regarded as a valuable measure for Japan to enhance its intellectual contributions to the international community.

## **(2) Main Recommendations**

### **(a) Clarification of the definition of Triangular Cooperation**

The lack of a common definition of Triangular Cooperation shared among Japanese government-related organizations and agencies has obscured the overall image of Triangular Cooperation. The Ministry of Foreign Affairs (MOFA) of Japan and Japan International Cooperation Agency (JICA) should begin discussions to clearly define Triangular Cooperation and share the uniform definition. We propose the following definition as a starting point.

“Triangular Cooperation in the broad sense means support by a developed country (Japan and others) of development cooperation between southern countries (South-South Cooperation). This includes support for emerging countries to become donor countries and support for participation in international aid collaboration frameworks. Triangular Cooperation in the narrow sense is defined as appropriate cost sharing with partner countries based on requests from beneficiary countries.”

### **(b) Incorporating strategy more deeply in Triangular Cooperation project formation and implementation**

It is necessary to create strategies of project formation of Triangular Cooperation, which incorporate the viewpoints of increasing aid effectiveness in developing countries, diplomatic strategy, and Japan's national interest. In other words, MOFA of Japan should consider not only the efficiency of the project, but also future relationships with partner countries in consideration as to whether the partner countries will continue to be genuine partners of Japan.

On the implementation phase, a strategy of penetration should be adopted in addition to that of program selection in order to achieve maximization of the effectiveness of Triangular Cooperation. Given ODA budget cuts, it is also critical to formulate a program based strategy as to the length of Japan's commitment and to determine how to reflect to the national interest.

### **(c) Development of conditions tailored to strategies**

It is necessary to develop conditions such as flexible recruiting of Third-country Experts and developing young professionals in Japan who can learn from Third-country Experts in line with its strategies. Specifically, it is recommended that optional contracts on special missions be officially approved for experts in partner countries where Japan provides capacity-building, and that young professionals in Japan who can learn from Third-country Experts should also be developed. Furthermore, the processes of Third-country Training should be changed into a system, in which beneficiary countries submit request letters first.

### **(d) Policy support for creating mutually-beneficial cooperative relationships with partner countries**

MOFA of Japan should develop discussions and re-examine current partnership programs that are not binding and have vague conditions for selecting signatory countries. It is necessary to create symbiotic strategies as to how Japan could realize the mutually-beneficial cooperative relationships through ODA with emerging donor countries, which are strategically important for Japan. At the same time, exit strategies for support to become donor countries should be created.

**(e) Reinforcement of systems that contribute to Japan's leading position in international negotiations**

It is essential to appeal Japan's contributions and strategies concerning Triangular Cooperation internationally. In order to do so, the positioning of Triangular Cooperation should be elevated as a diplomatic measure by clarifying Japan's comparative advantage over other donors. Operational budget, which JICA's overseas offices can use at their discretion to promote Triangular Cooperation, should be augmented and allocated intensively to partner countries, which clear the strategic requirements.

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# Chapter 1 Evaluation Policies

## 1-1 Background and Objectives

Japan's Official Development Assistance (ODA) has contributed since it was in the process of post-war recovery and had experience with South-South Cooperation. After joining the members of developed donor countries, Japan used its experience to implement Triangular Cooperation to assist South-South Cooperation among developing countries. While emerging donors have been on the rise in recent years, Triangular Cooperation has come to be regarded as an effective method of aid and attracted more attention in the international community. Therefore, Japan, which has rich knowledge and experience of Triangular Cooperation, is becoming a hope of the international community. In addition, Triangular Cooperation can be a useful measure to contribute to maintaining and enhancing relationships with former recipient countries and newly industrializing countries.

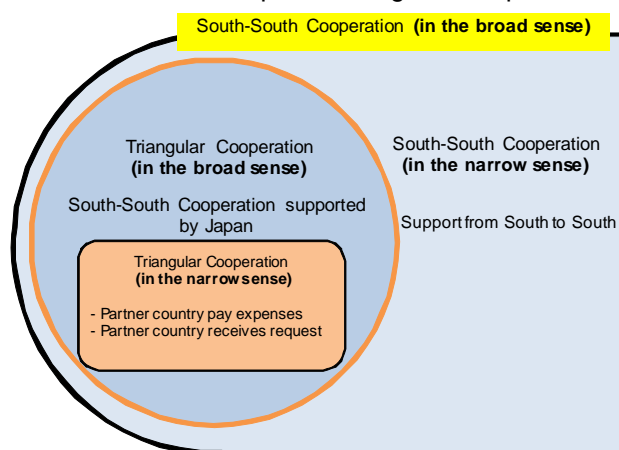
This evaluation of Triangular Cooperation is aimed at evaluating Triangular Cooperation schemes implemented in the past and provide valuable recommendations and useful lessons so that Triangular Cooperation can be used more strategically than before, and so that more effective and efficient projects can be formulated and implemented.

## 1-2 Scope of Evaluation

### 1-2-1 Definition of Japan's Triangular Cooperation

In this evaluation, in view of the current situation where the definition of Triangular Cooperation has not been clearly given, "South-South Cooperation" and "Triangular

Figure 1: Definitions of Japan's Triangular Cooperation



Source: Created by the Evaluation Team.

Cooperation" have been given both broad and narrow senses, as shown in Figure 1. In other words, the broad context of South-South Cooperation<sup>1</sup> (in the broad sense) adopted by donor countries incorporates the meaning of South-South Cooperation (in the narrow sense) among developing countries (south to south). Also, Triangular Cooperation in the broad sense is defined as "South-South Cooperation that is assisted by Japan," while Triangular Cooperation in the

narrow sense is defined as "Triangular Cooperation in which a partner country bears its appropriate share of expenses in response to a request from a beneficiary country."

<sup>1</sup> South-South Cooperation (in the broad sense) includes the concept of South-South Cooperation practiced by developed donor countries and international aid organizations, and is distinguished from South-South Cooperation (in the narrow sense), i.e., by developing countries supporting other developing countries.

### 1-2-2 Scope of the Evaluation

For this evaluation project, the focus of the evaluation was limited to partnership program contracting countries of which Japan is a contracting country, and representative projects carried out with partner countries were selected for each country. A project group comprising a total of 12 projects was subjected to initial analysis.

In addition, a database of approximately 100 successful South-South Cooperation projects provided from time to time by JICA, and evaluation reports concerning projects that include a South-South Cooperation component, were used to conduct a secondary analysis.

The case study project for this evaluation is Zambia Investment Promotion Project--Triangle of Hope (ToH)-- with Malaysia as the partner country and the Republic of Zambia as the beneficiary country.

### 1-3 Evaluation Framework

The outline of the evaluation framework is as shown in Table 1.

Table 1 Conceptual Framework

Criteria	Item Evaluated	Content and Indices
I. Relevance of Policies	Consistency with Japan's assistance policies	Is Japan's Triangular Cooperation consistent with Japan's ODA policies? <ul style="list-style-type: none"> <li>• Consistency with Japan's Official Development Assistance (ODA) Charter</li> <li>• Consistency with Japan's Medium-Term Policy on ODA</li> <li>• Consistency with the concept of the ODA Review</li> </ul>
	Consistency with international assistance trends	Triangular Cooperation action topics <ul style="list-style-type: none"> <li>• Consistency with Millennium Development Goals (MDGs)</li> </ul> Awareness of importance at international conferences <ul style="list-style-type: none"> <li>• The 4th High-Level Forum on Aid Effectiveness in Busan, Korea (2011)</li> <li>• United Nations Conference on Technical Cooperation among Developing Countries, Buenos Aires, Argentina (1978)</li> <li>• The South Commission (1987)</li> <li>• Tokyo International Conference on African Development (1993)</li> <li>• Asia-Africa Forum (1994)</li> </ul>
	Consistency with development policies and operational guidelines	Is Triangular Cooperation implemented strategically in accordance with development policies operational guidelines?
	Consistency with the Triangular Cooperation projects	Relevance of the partner country's policies and needs Relevance of the beneficiary country's policies and needs



Criteria	Item Evaluated	Content and Indices
	from the perspectives of partner and beneficiary countries	
II. Effectiveness of Results	Effectiveness in the international community	Evaluation of Triangular Cooperation by international organizations <ul style="list-style-type: none"> <li>• OECD</li> <li>• UNDP</li> </ul> Evaluation of Japan's Triangular Cooperation in the international community
	Effectiveness from the viewpoint of performance	Ministry of Foreign Affairs' Country Assistance Evaluation Reports Zambia Investment Promotion Project--Triangle of Hope (ToH)--
	Effectiveness of results viewed through objective framework	Promoting self-reliance by partner countries Establishment of implementing agencies (divisions) for South-South Cooperation in partner countries Creation of budgets for South-South Cooperation by partner countries Increase of assistance results through diversification of assistance <ul style="list-style-type: none"> <li>• To provide the choices tailored to economic and social conditions in beneficiary countries</li> <li>• To achieve greater output than bilateral development assistance</li> </ul> Implementing assistance with a high degree of affinity and use of Japanese technology <ul style="list-style-type: none"> <li>• To effectively use and convey Japanese technology through Triangular Cooperation</li> <li>• To contribute to solving development problems in beneficiary countries through assistance with a high degree of affinity</li> </ul>
	Contribution to beneficiary countries' development targets	<ul style="list-style-type: none"> <li>• Ministry of Foreign Affairs' Country Assistance Evaluation Reports</li> </ul>
III. Appropriateness of Processes	Overall process	<ul style="list-style-type: none"> <li>• Identification of projects</li> <li>• Surveys of needs</li> <li>• Notification of plans</li> <li>• Consultations on implementation</li> </ul>
	Prior to project formation	Process and background of partner country selection
	Project formation process	<ul style="list-style-type: none"> <li>• Third-country Training</li> <li>• Dispatch of Third-country Experts</li> <li>• Joint undertakings with partner countries to achieve a single goal</li> </ul>

Criteria	Item Evaluated	Content and Indices
	Implementation process	<ul style="list-style-type: none"> <li>• Third-country Training</li> <li>• Dispatch of Third-country Experts</li> </ul>
	Monitoring and evaluation process	<ul style="list-style-type: none"> <li>• Course operation, management, and evaluation in Third-country Training</li> <li>• Operation, management, and evaluation in Dispatch of Third-country Experts</li> <li>• Evaluation surveys at the time of completion</li> </ul>
	Issues concerning appropriateness of processes and direction of improvements	<p>How are the concepts of the intended development conveyed to partner countries? What is the response if there are differences in understanding with the partner country?</p> <ul style="list-style-type: none"> <li>• Requirements process in Third-country Training</li> <li>• Conventional expense allocation systems</li> <li>• Projects with equal partners</li> <li>• Significance of and need for partnership programs</li> </ul>
IV. Perspectives of Diplomacy	Boosting Japan's presence in the international community	<ul style="list-style-type: none"> <li>• The 4th High-Level Forum on Aid Effectiveness in Busan, Korea (2011)</li> <li>• Spreading Japan's assistance philosophy in the international community</li> </ul>
	Improving understanding of Japan's diplomatic goals	To what level of recipient country governments are goals understood?

Source: Created by the Evaluation Team.

#### 1-4 Evaluation Methods

For the evaluation, analyses were conducted based on the following four criteria: relevance of policies, effectiveness of results, appropriateness of processes, and the perspectives of diplomacy. First, the consistency of Japan's assistance policies and the needs of recipient countries based on the criteria of relevance of policies were evaluated. With regard to effectiveness of results, verification of whether the initially-planned development targets were achieved with respect to the partner country and the beneficiary country was made by reviewing details of the project outputs and outcomes included in the Triangular Cooperation scheme. Finally, with respect to appropriateness of processes, verification of whether processes were adopted to ensure the relevance and effectiveness of policies and programs was carried out.

Evaluation from the perspectives of diplomacy was also carried out. For evaluation from the perspectives of diplomacy, diplomatic importance and diplomatic impact were kept in mind.

## Chapter 2 Outline of Japan's Triangular Cooperation

### 2-1 Background to Japan's Triangular Cooperation Activities

In the global ODA environment, the share of contributions by the 23 member countries of the Development Assistance Committee (DAC), which includes Japan, has been falling whereas the share of ODA provided by the BRICs and other emerging markets has been increasing. Over the past few years, Japan's share of ODA globally has been in the 6% range. Under these conditions, the role of Triangular Cooperation is an important measure for maintaining Japan's presence in the international community.

The framework for Triangular Cooperation was created in the 1970s, contributed mainly by the United Nations Development Program (UNDP). Discussions and activities have been actively carried out since the 1980s. And since the 1990s, when assistance for Africa became a subject of international attention, Triangular Cooperation under Tokyo International Conference on African Development (TICAD) led by Japan became the focus of attention. One of the achievements of the TICAD process has been the positive reviews it has attracted for its methods and effectiveness in transferring knowhow to Africa, based on Asian countries' success stories on the road to economic development<sup>2</sup>.

Japan has been strengthening its capabilities to promote dialog within the region and carry out Triangular Cooperation with emerging donors in order to eliminate disparities within the ASEAN region by building a new framework for south-south cooperation and assistance. In 2002, Japan launched the regional association system named JICA-ASEAN Regional Cooperation Meeting (JARCOM), which was later reorganized and renamed Japan-Southeast Asian Meeting for South-South Cooperation (J-SEAM) in 2009 as a framework to promote Triangular Cooperation within Asia. Japan has also created a partnership program to work together with specific countries engaged in Triangular Cooperation, in order to offer cooperation for neighboring developing countries. Up to now, twelve countries have concluded the framework document for this program.

Japan's ODA Charter revised in 2003 mentions the importance of Triangular Cooperation and announced that Japan's accumulated experience in assisting other countries would be actively communicated to the world.

Table 2 Description of the Main Triangular Cooperation Services Carried Out by Japan

Approach	Features	Main formats
1. Research and Training	To transfer technology, knowledge and information to developing country participants and individuals	<ul style="list-style-type: none"><li>• Conferences</li><li>• Training courses, workshops</li><li>• Inspection tours</li><li>• Instructor training</li></ul>
2. Advisory Services	To provide advice by experts dispatched either long-term or short-term	<ul style="list-style-type: none"><li>• Post-conflict capacity development</li><li>• Establishing core knowledge</li></ul>

<sup>2</sup> Japan's triangular cooperation had its de facto beginnings when Japan joined the Colombo Plan in 1950, but the arrangement was only defined as Triangular Cooperation in the mid-1970s.

3. Networking	To share specialized knowledge or information, practical experience and results of joint projects with participating organizations	<ul style="list-style-type: none"> <li>• Multilateral exchanges of specialized knowledge</li> <li>• Propagating capacity development and technology</li> </ul>
4. Partnerships	To share knowledge and experience with specific partners through forums	<ul style="list-style-type: none"> <li>• Business matching of joint ventures, etc.</li> <li>• Bilateral partnering</li> <li>• Multilateral partnering</li> </ul>

Source: Prepared by the evaluation team from various documents.

## 2-2 Application of Implementation and Procedures for Japan's Triangular Cooperation

JICA handles formation and implementation of Triangular Cooperation projects. JICA is in charge of Triangular Cooperation under Japan's ODA, and only JICA is the source of the knowledge skills related to Triangular Cooperation. Therefore, the bulk of Triangular Cooperation project formation is handled by JICA's headquarters and overseas offices.

The reasons for this are as follows:

- 1) Triangular Cooperation is a matching operation between the human and technological resources of the partner and the recipient countries.
- 2) This matching requires timely information about the partner and the recipient countries in order to ensure the best possible matching based on that information.

Therefore, it is basically difficult for any entity but JICA, which has personnel in both partner and recipient countries, to implement Triangular Cooperation projects.

Triangular Cooperation projects take various forms and those forms also tend to be increasingly diverse. Thus, there are various options for the implementation process, and that there are also multiple processes even to achieve the same development needs. At present, Triangular Cooperation projects become more diverse, and it is difficult to devise a standard model.

### 2-2-1 Recent Achievements and Trends in Japan's Triangular Cooperation

Third-country Training and Dispatch of Third-country Experts are the main programs of Japan's Triangular Cooperation. Achievements in each of these areas are described below.

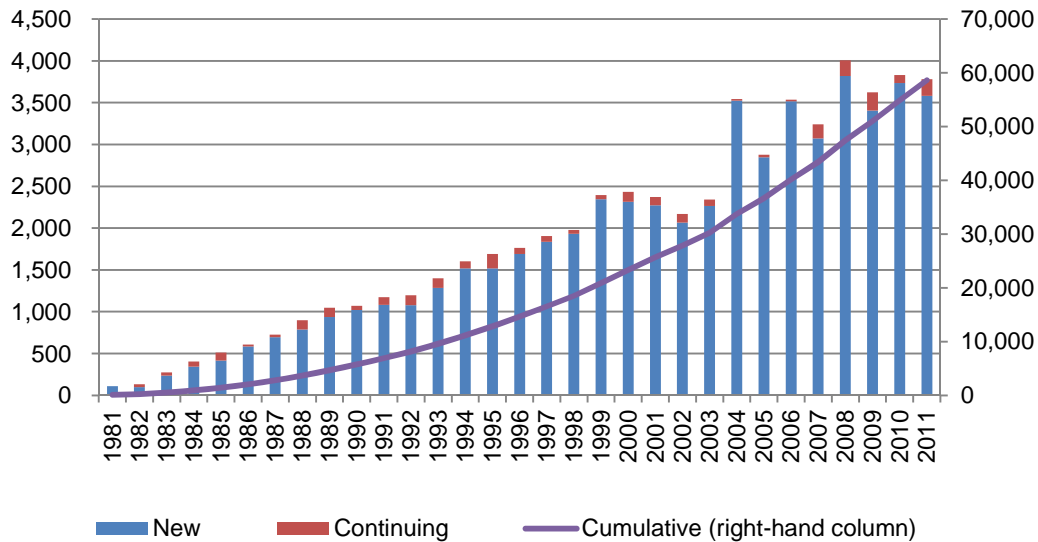
#### i) Third-country Training

Third-country Training is carried out either in groups or individually. Third-country group training consists of assembling a group of people from several other developing countries and training them in the related field. Third-country individual training involves training mainly personnel from a counterpart (one country only) as part of JICA's technical cooperation projects or projects of dispatching individual experts. In FY2011, including projects continuing from previous fiscal years, a total of 3,780 persons participated in Third-country Training. Third-country Training is most prevalent in Southeast Asia, where ASEAN has a strong presence, and Latin America. The number of trainees from Africa has been growing in recent years and accounted for 34% of the total in FY2011.

In FY1981, Third-country Training was offered in only four fields, but this range has

diversified as the number of training programs grew; training is now offered in nine fields. In FY2011, training in farming, forestry and fisheries accounted for the largest proportion, 23%, followed by planning/administration (19%), public/public benefit operations (17%), public health/health care (12%) and human resources (11%).

Figure 2 Changes in Dispatch of Third-country Trainees (No. of Persons)



Source: JICA website

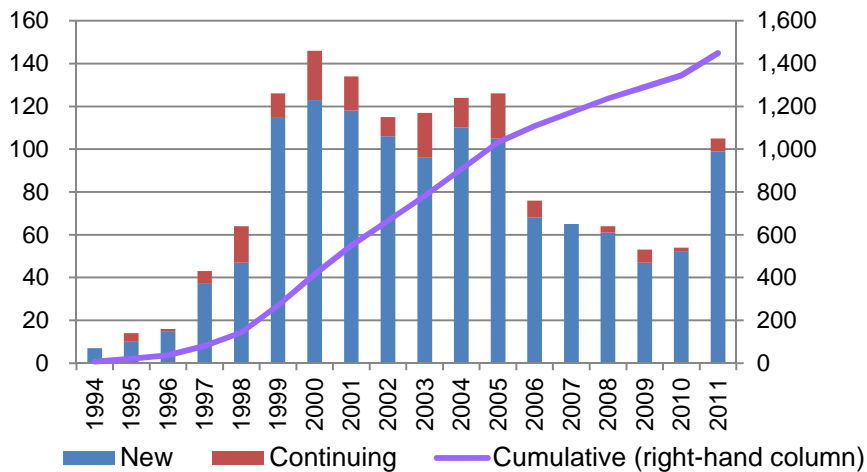
(<http://gwweb.jica.go.jp/km/FSubject2101.nsf/VIEWALL/a7c696c133a3e9ef492575580033478a?OpenDocument>)

ii) Dispatch of Third-country Experts

Third-country Experts were introduced in FY1994 and dispatch of these experts began in March 1995. The number of experts dispatched peaked in FY2000 and has gradually declined thereafter. In FY2011, a total of 105 experts were dispatched, either on a continuing or a new basis.

By region, the share of experts dispatched in Asia declined, while the share of those dispatched in North America, Latin America and Africa has grown. In FY2011, 72% of Third-country Experts were dispatched in North America and Latin America, 23% in Africa and 5% in Asia. By sector, the share for farming, forestry and fisheries has grown since FY1996. In FY2011, this sector accounted for 47%, the largest share, followed by planning/ administration (24%) and public health/health care (20%).

Figure 3 Changes in Dispatch of Third-country Experts (No. of Persons)



Source: JICA website

(<http://gwweb.jica.go.jp/km/FSubject2101.nsf/VIEWALL/a7c696c133a3e9ef492575580033478a?OpenDocument>)

### 2-2-2 Contribution of Japan's Triangular Cooperation to Diplomacy

Since conventional bilateral assistance is one-way support from Japan to the recipient country, it was important to focus on Japan's relationship with the recipient country in terms of the relationship's effects on diplomatic goals. Triangular Cooperation, however, has the potential to deepen relations with several countries per project, since each one involves the partner and the recipient country or countries in a broad area.

Partner countries also benefit from implementing Triangular Cooperation together with Japan. According to the report MOFA of Japan commissioned, "past studies have shown that emerging donors in ASEAN do not always have sufficient economic leeway and often engage in Triangular Cooperation to further their own economic growth or as a matter of diplomatic policy." Accordingly, Triangular Cooperation carried out with Japan's assistance also contributes to partner countries' diplomatic activities.

## Chapter 3 Analysis of the Characteristics of Japan's Triangular Cooperation

### 3-1 Types of Japan's Triangular Cooperation Functions

The functions of Triangular Cooperation are grouped as shown in Table 3, based on information from a database of examples of approximately 100 successful Triangular Cooperation projects provided by JICA, a search on the Internet and through various documents, and interviews in connection with research on this project.

This research has identified the following 11 functions and 31 sub-functions of (loosely defined) Triangular Cooperation.

Table 3 Types of Japan's Triangular Cooperation Functions

Functions	Sub-functions
(1) To carry out international consent (e.g. matters concluded under TICAD)	<ul style="list-style-type: none"> <li>To carry out policies emphasizing south-south cooperation proposed by Japan at TICAD</li> </ul>
(2) To contribute to Japan's economy and national security	<ul style="list-style-type: none"> <li>To prepare infrastructure, such as airports and ports, for collective defense involving partner and recipient countries</li> <li>To carry out international marketing to quickly spread products developed in Japan throughout the world</li> </ul>
(3) To establish new diplomatic relations with former and transitioning recipient countries	<ul style="list-style-type: none"> <li>To promote business opportunities for entrepreneurs from Africa and Asia</li> <li>To promote improvement of entrepreneurs' management abilities when selecting candidates for participation</li> <li>To introduce African markets to Asia</li> </ul>
(4) To operate projects in an efficient manner	<ul style="list-style-type: none"> <li>To select appropriate technology by users while retaining local values, unique needs or rules of behavior, allowing them to move on to the path of independence</li> <li>To be able to move in step toward independence for countries with similarities</li> <li>Lateral expansion of existing, easy-to-assimilate technologies available in developing countries</li> <li>To minimize project formation costs through wide-area lateral expansion with neighboring countries</li> <li>Lateral expansion of facilities and know-how provided in areas where Japan has a comparative advantage</li> <li>Effective use of facilities built through grant assistance projects</li> </ul>
(5) To support partner countries to become donor countries	<ul style="list-style-type: none"> <li>To further evolve the relationship between partner and recipient countries when partner countries become donors</li> <li>To Improve assistance capabilities of partner countries</li> <li>To promote economic, academic and technological independence of partner countries</li> </ul>

Functions	Sub-functions
(6) To increase reliability in diplomatic terms	<ul style="list-style-type: none"> <li>• To provide support that appeals to emotions and keeps countries on Japan's side even in the face of negative international opinion</li> <li>• To build a relationship of trust to assist recipient countries, working together with partner countries with which it is usually difficult to cooperate</li> </ul>
(7) To show Japan's presence in countries where it cannot enter directly	<ul style="list-style-type: none"> <li>• To establish a presence in countries made hazardous by war or conflict</li> <li>• To participate in sectors where Japan has little technological capabilities or experience with the help of human resources/knowhow</li> </ul>
(8) To create common standards	<ul style="list-style-type: none"> <li>• To foster a sense of security because of working jointly with partner countries</li> <li>• To create a network and contribute to private sector prosperity by increasing the number of countries adhering to standards</li> <li>• To improve cross-border distribution of products through simultaneous adoption of wide-area common rules</li> </ul>
(9) To provide developing countries with opportunities to attract attention on the international stage	<ul style="list-style-type: none"> <li>• To strengthen voice on the international stage</li> <li>• To develop communication channels between developing countries</li> </ul>
(10) To promote wide-area (economic) cooperation between developing countries	<ul style="list-style-type: none"> <li>• Wide-area cooperation in education</li> <li>• Wide-area cooperation in public health (creating a wide-area care network for the socially vulnerable)</li> <li>• To Establish a wide-area collective defense system against disease</li> <li>• Wide-area cooperation by sharing technological knowhow</li> <li>• To solve global issues</li> <li>• To reduce transportation costs through wide-area cooperation to improve infrastructure</li> </ul>
(11) To cultivate countries friendly to Japan by disseminating Japan's strengths	<ul style="list-style-type: none"> <li>• To heighten Japan's presence in the country or sector concerned</li> <li>• To publicize as an African version of the "Look East policy"</li> </ul>

Source: Prepared by the evaluation team from various documents.

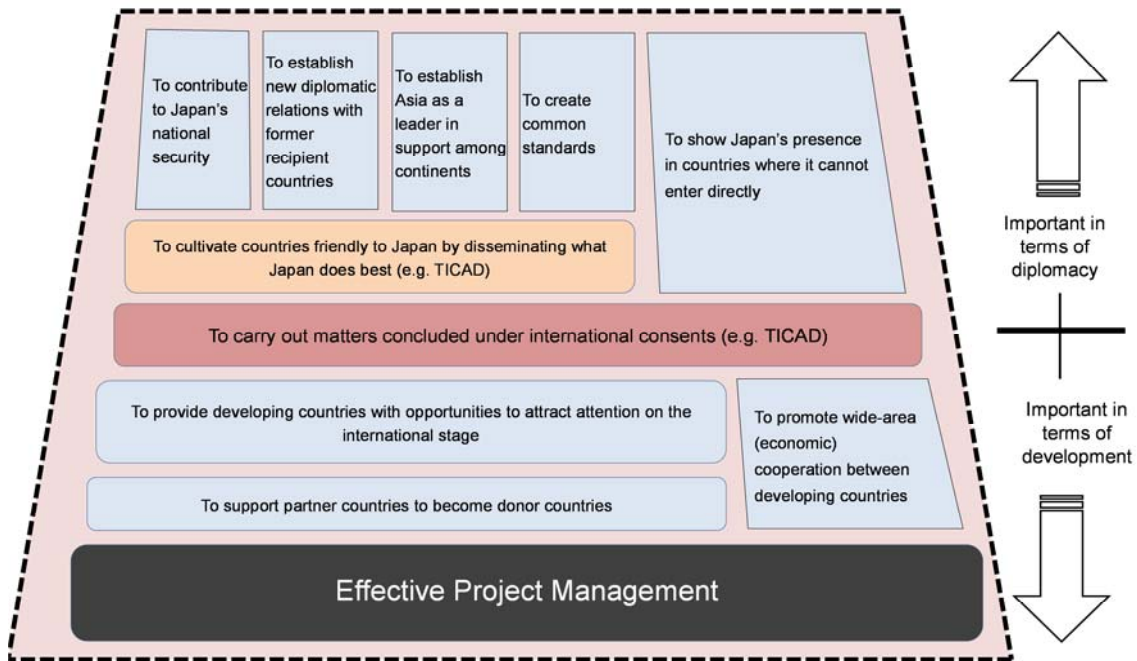
Third-country Training and Dispatch of Third-country Experts carried out under Triangular Cooperation includes the creation of common standards in line with national interests. Wide-area training in plant quarantine (2008-2011), a program carried out by JARCOM, is one example of this kind. The direct aim of the program was to strengthen the plant commerce system among countries in Indochina and correct disparities in quarantine capabilities. Moreover, adopting common rules also had many other benefits, such as simplifying quarantine procedures for Japan, which imports many foodstuffs from that region. Another example of successful Triangular Cooperation is the project between



Germany and Brazil for standardizing industrial standards in Mozambique. It was observed that introducing German industrial standards to the recipient country was highly successful and also had substantial spillover effects into the private sector. Classifying the functions of Triangular Cooperation in this way brings into focus strategies that can only be implemented through Triangular Cooperation.

Meanwhile, as Figure 2 shows, the functions identified in Table 3 can be grouped as those vital for development and those which are important in diplomatic terms.

Figure 4 Strategic Functions of Japan’s Triangular Cooperation



Source: Prepared by the Evaluation Team

The structure of Triangular Cooperation is based on effective project management, over which are overlaid functions for achieving ODA development objectives—supporting partner countries to become donor countries, providing developing countries with opportunities to attract attention on the international stage, and promoting wide-area cooperation between developing countries. Once this foundation is well-established, it is acknowledged by the international community and Triangular Cooperation based on Japan’s commitment becomes a vehicle for carrying out matters concluded in international consents. This is the current situation (as illustrated in the bottom half of Figure 4).

Further, in order to accomplish diplomatic goals, Japan cultivates friendships by disseminating its strengths through Triangular Cooperation, which includes various functions related to its national interests (top left half of Figure 4). The fact that in many cases so far, Triangular Cooperation has been carried out without giving conscious thought to these various functions.

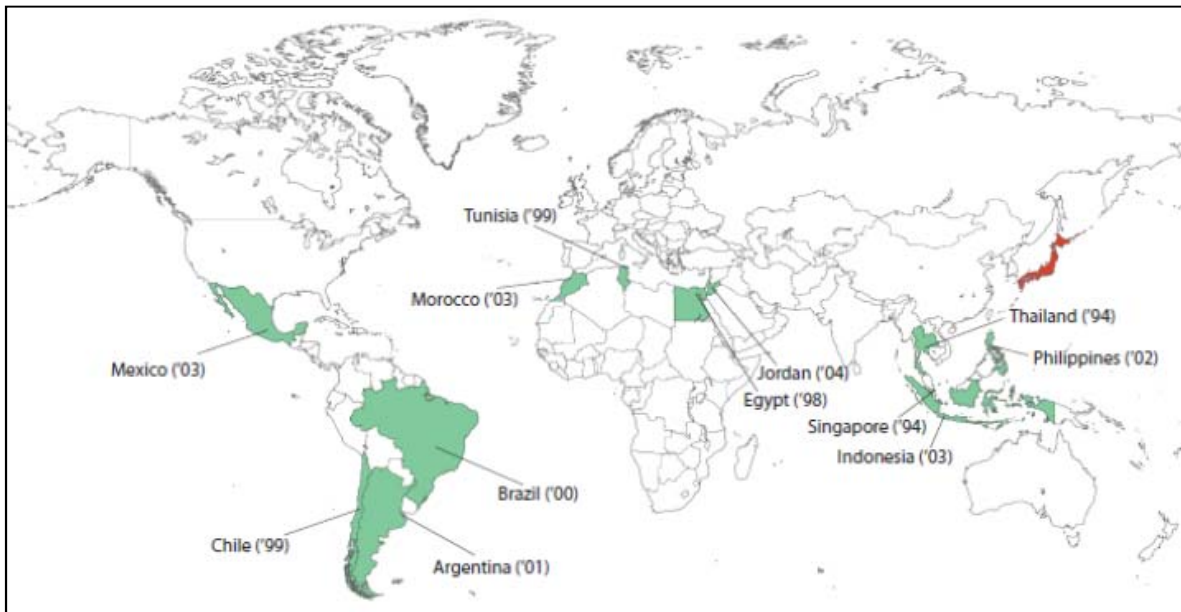
### 3-2 Usefulness of Partnership Programs

Partnership programs are one of the frameworks that Japan can use for selecting partner

countries when carrying out South-South Cooperation.

Japan currently has partnership programs with 12 countries as shown in Figure 5.

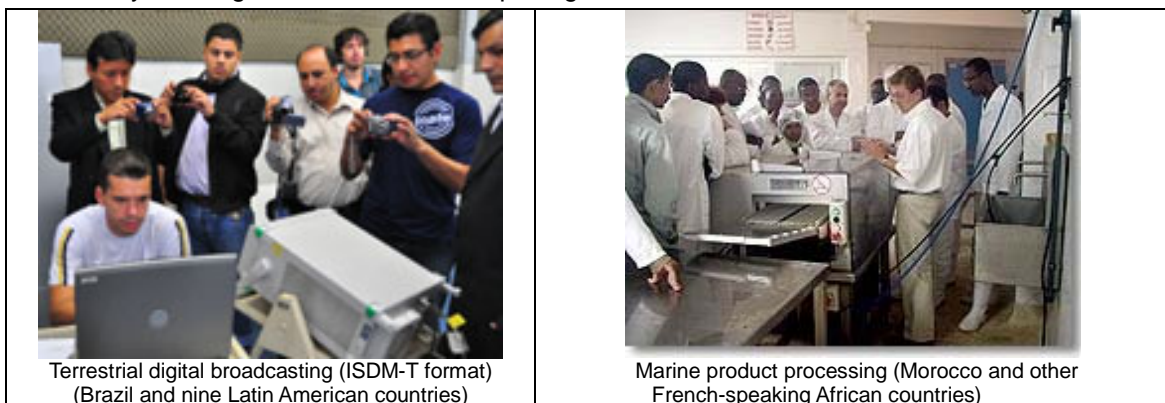
Figure 5 Partnership Program Member Countries and Year of Joining



Source: *Partnership Program*, JICA, 2009, p. 2

Not all partnership programs are identical in terms of content. There is no consistent format for these partnership programs: for example, some programs spell out the partner countries' expense sharing ratio for project expenses while others do not, a date for reviewing the expense sharing ratio may or may not be given, drawing up a plan for yearly projects may or may not be mentioned, and so forth. In other words, the level of partnership differs in each case, and rules concerning holding discussions on program continuation or project expense sharing are fairly loose.

### Third-country Training Under the Partnership Program



Terrestrial digital broadcasting (ISDM-T format)  
(Brazil and nine Latin American countries)

Marine product processing (Morocco and other  
French-speaking African countries)

China, a country very well-endowed to assist global south-south cooperation, comes up as a partner country candidate, but there is no partnership program between Japan and China. Taking China's position into consideration, the DAC countries, including Japan, have been recommending that China join DAC, but no specific proposal has been made.

## Chapter 4 Evaluation of Japan's Triangular Cooperation

### 4-1 Relevance of Policies

Japan's Triangular Cooperation is consistent with Japan's high-level policies and has driven South-South Cooperation as a model for international assistance trends. Individual projects are also consistent with the policies and needs of partner countries and beneficiary countries. Relationships with partner countries, however, lack strategic elements. Consistency with Japan's diplomatic policy is inadequate.

#### (1) Consistency with Japan's assistance policies

Triangular Cooperation has been understood since the early period of Japan's ODA projects as being part of assistance policies, and it has always been referred to within the context of ODA policy. Triangular Cooperation is positioned as a core policy for strengthening ties with partner countries in Asia and basic policies on assistance in Africa. In view of the historical position of Triangular Cooperation, Triangular Cooperation is consistent with Japan's basic policies on development assistance.

#### (2) Consistency with international assistance trends

The international community recognizes the importance of Triangular Cooperation, and Japan performs a substantial role as a driver of international assistance. The significance of this lies in how this highlights Japan's individuality within the Development Assistance Committee (DAC) member countries, or that it can be demonstrated to the international community as a new method developed by Japan which can overcome budding discord between DAC countries and G77 countries and is thus highly appropriate.

#### (3) Consistency with development policies and operational guidelines

JICA's operational guidelines are generally consistent with the objectives and guidelines for the target projects. Moreover, the operational guidelines for each region are appropriate. In addition, Triangular Cooperation is consistent with the development policies for individual regions. Therefore, Japan's Triangular Cooperation is consistent with the basic policies on Japan's ODA Charter, which call for basing ODA on partnership and collaboration with the international community, including promoting South-South Cooperation.

On the other hand, it is difficult to say, that Triangular Cooperation has been used strategically with respect to those aspects that contribute to the national interest. Furthermore, neither JICA's operational guidelines nor J-SEAM or other collaborative systems spell out how long and in what manner partner countries will collaborate. Differences in policies toward partnership program signatory countries and non-signatory countries, such as Sri Lanka and Kenya, are also not clear. With respect to specific partner countries, Japan needs to establish standards or approaches of some kind addressing the issue of how long Japan will continue South-South Cooperation to assist countries to become donor countries.

#### (4) Consistency of Triangular Cooperation projects from the perspective of partner and beneficiary countries

Most of the projects that Japan has implemented jointly with partner countries have been consistent with the policies or the needs of the partner and beneficiary countries. Therefore,

Japan's Triangular Cooperation is relevant to both partner and beneficiary countries.

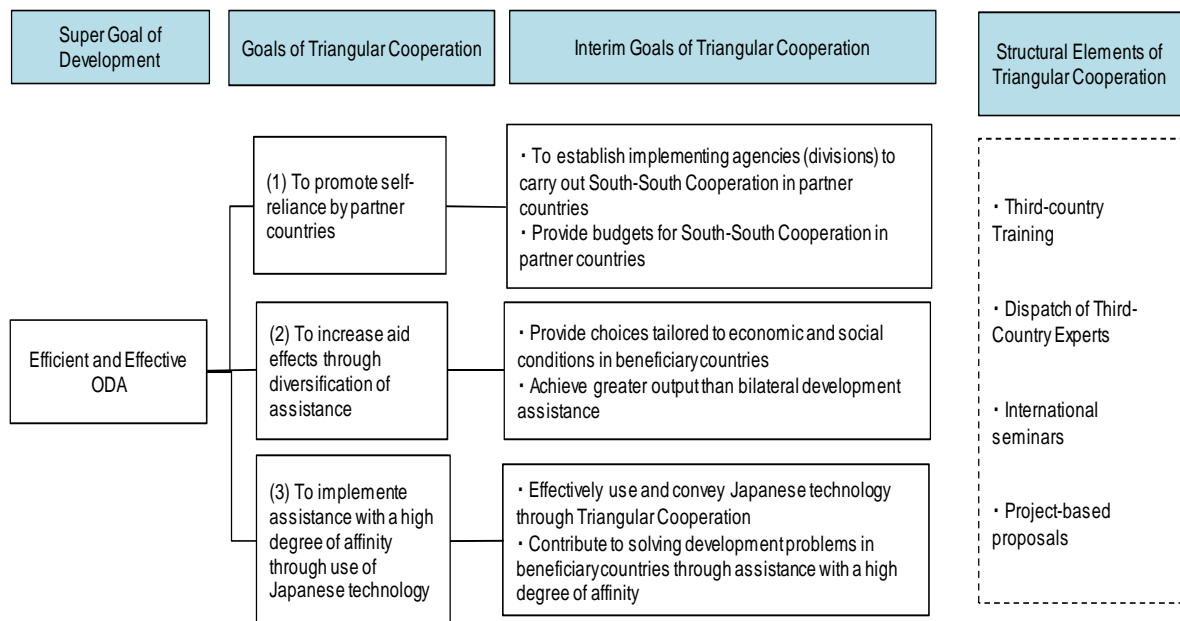
## 4-2 Effectiveness of Results

The effectiveness of Triangular Cooperation has been addressed by leading international organizations and in various international forums, and its effects have been praised. Evaluations of Triangular Cooperation conducted in Japan were systematic assessments of Triangular Cooperation, but rather, assessed independently for effectiveness from the perspective of partner and beneficiary countries.

Many international organizations recognize triangular cooperation as a new measure of achieving development targets in developing countries. Japan's triangular cooperation has produced extensive results in training and dispatch of experts, and positive evaluations have been received from both partner and beneficiary countries.

For this survey, the analyses were conducted of the interim and final objectives, based on the objective framework (Figure 6).

Figure 6 : Objective Framework from Effectiveness of Results



As a result of these analyses, the effectiveness of Triangular Cooperation is sufficiently high, for the following reasons.

- 1) The international community has also evaluated Japan's Triangular Cooperation positively for effectiveness.
- 2) Evaluations of Triangular Cooperation have also been conducted frequently in Japan. These evaluations, however, are partial evaluations conducted from various perspectives, such as that of partner countries or of beneficiary countries, or aid effectiveness or internal processes. When viewed as a whole, these evaluations rate effectiveness at a high level.
- 3) Japan's Triangular Cooperation is also evaluated as effective for meeting interim and final targets, based on the objective framework.

However, past Triangular Cooperation has been implemented with countries that Japan

has assisted as partners, based on the needs of beneficiary countries in order to achieve those countries' development targets.

### **4-3 Appropriateness of Processes**

It is once again clear that Triangular Cooperation is a measure that offers not only the efficiency that has been acknowledged in the past, but also strategic elements with respect to diplomacy and benefits for the private sector. Some processes should be improved based on an awareness of these functions.

When organizing the process from formation of Triangular Cooperation to its completion, three issues were identified: request processes in Third-country Training, expense allocation systems, and mechanism of the projects with equal partners work.

#### **(1) Application process for Third-country Training**

Since beneficiary countries are not currently required to bear expenses for Third-country Training, trainees are possibly selected based on their personal connections with highly-placed individuals and some trainees may act like tourists when they come to Japan. Application forms are in offer format from the partner country to Japan, but training and dispatch of engineers should fundamentally reflect the needs of beneficiary countries. Therefore, it would be more reasonable for beneficiary countries to submit application forms. At the same time, the primary stance should be for beneficiary countries to request to learn from the experiences of specific partner countries. In this sense, the application process for Third-country Training may not be appropriate for current conditions.

From the perspective of partner countries, credibility is generated from being nominated by beneficiary countries. And with these improvement measures, partner countries feel responsible for earnestly developing curriculums that meet needs, since beneficiary countries request the training options they need. The same goes for management within JICA: currently, when assistance is provided for Third-country Training, budgets distributed to partner countries are used and there is no expense burden on the JICA's overseas offices in beneficiary countries. There is ample room for improvement by having beneficiary countries submit requests and by having JICA's overseas offices in beneficiary countries bear expenses.

#### **(2) Existing expense allocation system**

Currently, sharing of expenses for Triangular Cooperation between partner countries and JICA has been determined for each partner country based on past practice. There have been some extremely difficult projects, such as the Zambia Investment Promotion Project--Triangle of Hope (ToH)--, that Japanese experts thought could not be carried out. On the other hand, in cases of Triangular Cooperation where the partner country can be expected to benefit to a certain degree, such as Third-country Training using human resources from the partner country, this links with the interests of the partner country and the degree of difficulty is low to medium.

Linking allocation of expenses between JICA and the partner country according to the degree of difficulty of the Triangular Cooperation project would be acceptable by, for example, having JICA pay a higher percentage in the case of very difficult projects. This means that it would be possible to select schemes such as technical projects, Third-country Training, or Dispatch of Third-country Experts based on the level of the issues to be addressed, and it will be necessary to investigate the option of considering the

percentage of expense sharing for each scheme.

### (3) Projects with equal partners

The ProSAVANA, agricultural development project currently being undertaken for the Nacala Corridor in Mozambique is topical as a project with Brazil as an equal partner for lateral expansion of the Cerrado development assisted by Japan and has been covered in various media.

With respect to projects with equal partners, such as the ProSAVANA project currently underway in Mozambique and other projects, three aspects of the project process should be examined, namely a coordinating function when conflicts of opinion with partners arise, prior checks concerning systems on the partner side, and risk hedging on the Japan side.

## **4-4 Perspectives of Diplomacy**

The international community acknowledges the importance of South-South Cooperation, Triangular Cooperation, and partnerships with the private sector carried out by Japan, and shares awareness of the need for implementing South-South Cooperation and Triangular Cooperation in order to realize sustainable development. In that sense, while the budget for ODA is declining, Triangular Cooperation is favorably viewed as a valuable way of increasing the proportion of Japan's intellectual contribution to the international community. Unlike other assistance schemes, Triangular Cooperation has important meaning from the viewpoint of strengthening Japan's presence, because it presents Japan to the international community not through goods or facilities but through actual results and thus Japan must make even more strategic pronouncements.

High-level government officials from both partner country Malaysia, which conducted the field survey, and beneficiary country the Republic of Zambia demonstrated sufficient understanding of Japan's diplomatic goals, and this was one of the impacts of assistance through Japan's ODA, including Triangular Cooperation.